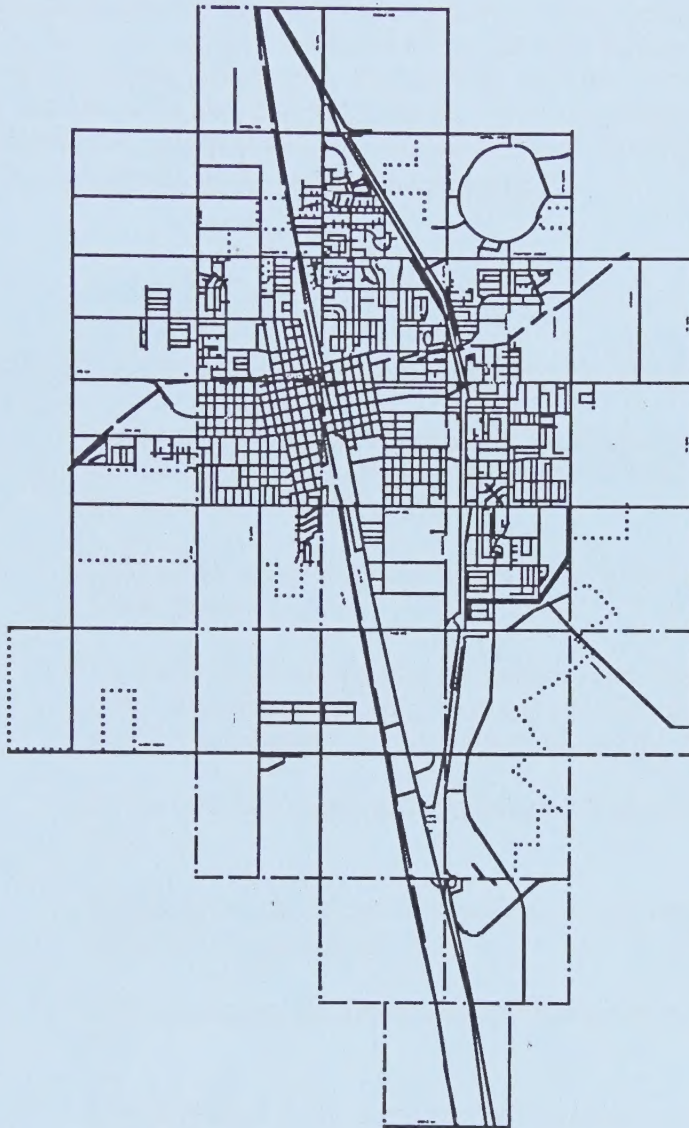


CITY OF TULARE
GENERAL PLAN
LAND USE AND CIRCULATION



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STAFF RECOMMENDED AMENDMENTS TO THE LAND USE ELEMENT, CIRCULATION ELEMENT AND ENVIRONMENTAL IMPACT REPORT

The City of Tulare is involved with an update to its General Plan; specifically, a comprehensive update to its Land Use Element, Circulation Element and Environmental Impact Report (EIR). The update process has taken a long time; about three years of consultant and staff time thus far. Given the length of time involved some data has had to be updated. In some instances the information needs refinement. Rather than wait for another iteration of the documents staff is distributing the elements and EIR at this time. The following is a listing of the changes that staff believes are reasonable. Subject to City Council (City of Tulare) action these changes will be incorporated into the final drafts of the subject documents.

PAGE

- | | |
|----|---|
| 2 | (Sec. C) The Housing Element is scheduled for adoption in 1993, not 1992. |
| 2 | Add reference to the adoption of the Mooney Boulevard Corridor Plan (in 1973) and the Lagomarsino Specific Plan (in 1992). Add to last paragraph. |
| 3 | Add noise element as one of the seven mandated General Plan elements (2nd. paragraph). |
| 9 | As a clarification, <u>mandated</u> General Plan Elements may not be amended more than four time periods per year. There is <u>no limit</u> on the actual number of changes (or amendments) per year. |
| 13 | Porterville is located to the southeast (not southwest) of Tulare (paragraph #2). |
| 13 | Regional access is provided to Tulare on Avenue #184 (not Avenue #200) to the south (paragraph #3). |
| 17 | The Lagomarsino annexation comprised 614 acres (not 622) in paragraph #3). |
| 18 | The historical (versus traditional) commercial center has been downtown. The Heritage Place Shopping Center is no longer considered newer (paragraph #4). |
| 32 | "Net Acres of Land use in the City Limits are:"
This data should, for now, be deleted. It will be updated later. |

PAGE #

- 37 The City's Planning Area has been expanded into the southeast (not southwest- - - paragraph #1).
- 37 Regarding the Urban Reserve Line - - - the City would not support development outside the line unless a need arises such as changing market conditions, need to stabilize land values or community values dictate (paragraph #2).
- 39 "The location of the fire station should have easy access to major arterials" . . . in or near the Lagomarsino Specific Plan area (#3). Add underlined.
- 42 Policy #2 of Growth Pattern Policies should read "Development and/or annexation shall be discouraged within that portion of the . . ."
- 47 "recent residential development has occurred in the east and west. . ." (not south). Item C., paragraph 3.
- 48 Under Residential Objectives, delete item (a). Single-family detached units should not necessarily be the primary emphasis for future housing, particularly in light of rising housing costs, ag. preservation, etc.
- 48 Under Residential Objectives, delete or modify item (b). At one time the lack of "upper end" housing was an issue. Staff believes this is no longer an issue. An objective should encourage the development of affordable housing for all income groups.
- 50 Policy #7 - delete. While second dwelling units (granny flats) may be permitted per Tulare Municipal Code Section No. 10-6-3-Q they should be encouraged.
- 71 The bowling alley is no longer in service (paragraph #1).
- 72 The City does assess park fees (paragraph #2).
- 72 A picnic shelter is in use at Alice Topham Park (see Mini-Parks).
- 72 Tyler Park is located west of the Senior community Center (see Mini-Parks).
- 73 The Community Center Park is landscaped in turf, not sod. (paragraph #1).
- 74 Zumwalt Park is located at Tulare Avenue and "M" Street while Tyler Park is located west of the Senior Community Center (see Mini-Parks).
- 76 Pleasant Park is developed and completed (see Pleasant Park). Facilities listed are now available.

- 81 Noted that the "MSI" development impact fee study recognized 3 acres of Parkland per 1,000 people, not 4/1,000. (see paragraph #3, b.).
- 81 Standards from the Parks and Recreation Plan were not adopted by City Council (see last paragraph).
- 83 Blain Park is in progress and Pleasant Park has been completed (see c., paragraphs #2, #3).
- 88 Delete policy #7. With the utilization of development impact fees sites for future fire or police stations are no longer dedicated.
- 101 R-1-6 is repeated. Should include one reference each to R-1-6 and R-1-5 (d., paragraph #2).
- 102 Regional commercial zoning should allow C-3 zoning as well as PUD (d., paragraph #4).
- 103 Item C., Density/Lot Size references FAR. This means floor area ratio; a reference of density or, floor area to lot area.
- 104 Item 7-d - - - Neighborhood Commercial should also include C-2 and C-3 zoning.
- 104 Item 8 - d - - - C-1 zoning is also acceptable.
- 105 Item 10-d add "...or as a conditional use in other zoning classifications."
- 106 Item 12-C- Agricultural parcels are generally no smaller than 20 acres.
- 106 Item 13-a Add flood hazard areas as an example of an environmental protection purpose.
- 111 Table 7
- Add U.R. to Rural, Suburban and Urban Residential.
 - Add C-3 to Regional Commercial
 - Add C-2 and C-3 to Neighborhood Commercial.
 - Add C-1 to Office/Bus. Park
 - Note: The City's UR (Urban Reserve) zone should be consistent with all land use categories.
- 112 PUD District refers to Section 10-16-4-(A).
- 113 PCSD's Parkland standards were not adopted by City Council (paragraph #1).

- 113 C-1-b- Railroad crossing, add: "or the Southern Pacific Passing Tracks should be relocated."
- 115 A comprehensive development impact fee has been established (paragraph #1).
- 123 Blain Park is in progress and Pleasant Park is complete.
- 123 The park classification process has been completed.
- 139 E-2-a West Street is repeated.
- 158 2. Major Arterials: "Turner Drive" should add "(to Harvest Drive)"
- 159 On the listing of Arterials at the top of page the following changes are recommended:
- Oakdale Avenue (East of St. Rt. 99) - not west of "K" Street.
Pleasant Avenue (West of "J" St.)
Alpine Avenue (East of "K" St.)
Harvest Drive, not Faria Avenue
Laspina Street (North of Paige)
- 160 5. Collectors: Pleasant Avenue - - - add "East of "J" St.)"
- 165 Widening Projects: Blackstone Drive, between Paige and east of "K" Street (not "J" Street).
- 166 Traffic Signals add: Eastgate and Mooney
" " Morrison
" " Oakmore
delete: Coelho and Mooney
" " Morrison
" " Oakmore
- 172 Fig. 17 - indicate LOS to year 2005 or 2010.
- 182 5. Revenue Shortfall: should indicate or reference what projects shortfall pertains to.

DRAFT EIR
SUMMARY PAGE

- 14 Circulation:
 An SU (Significant Unavoidable Impact) is questionable when
 considering the mitigating impact of development impact fees.
- 30 f. Intended Uses of the EIR - add "Master Sewer Plan".
- 35 1. SETTING (3) - the bulk of industrially designated land (approx.
 1,945 acres) is located in the southwestern area of the City, not
 southeastern.
- 40 Hillman Street is not divided into North Hillman Street and South Hillman
 Street (paragraph 4).
- 46 footnote should read. . . "Based upon the Del Lago Specific Plan."

DRAFT EIR
SUMMARY PAGE

- 72 "...with resultant delays at the westerly signalized
 Blackstone/Prosperity intersection. Delete "Hillman" (paragraph
 #3).
- 100 Existing water system map (Fig. #6) does not illustrate recent
 annexations. Most notable are the Lagomarsino annexation (east of
 Hillman, north of Prosperity and several annexations west of
 Hillman, also north of Prosperity.
- 103 Existing Sewer System map (Fig. #7). Source is the Sewer System
 Master Plan, June, 1991.
- 105 The domestic sewage collection system impact(s) is not considered
 significant given sewer trunk lines will follow existing rights of
 way, installation activities (and impacts) are short-term and planned
 trunk lines will follow adopted land use pattern designations per the
 Land Use Element (2., paragraph #1).
- 114 The Tulare Schools map does not illustrate the Liberty School
 District (north of Cartmill), Oak Valley School District (north of
 Zumwalt, west of Road 92), the Sundale Union School District (east
 and along Oakmore Street) and the Palo Verde Union School District
 (approx. 1/2 mile south of Paige Avenue, west of Freeway #99).

- 118 Enrollment impacts should account for Liberty School (paragraph #1).
- 176 The Urban Reserve line should be along Cartmill Avenue (paragraph #1)
- 176 2. Mitigating Effects - A mitigating effect for population, housing and employment could include higher densities, transit, etc.
- 177 3. Adverse Effects. A potential adverse effect is potentially higher land prices.
- 183 A. Growth - Inducing Effects It should be understood that wherever a sewer trunk line is placed growth will be induced in that area.

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- A. City Urban Reserve Line--County Urban Development Boundary

PREFACE



I. INTRODUCTION

A. THE TULARE GENERAL PLAN UPDATE

The General Plan for a city functions much as a constitution for a nation. It is a statement of the community's vision of its ultimate physical development and a "blueprint" for stability. This Tulare General Plan update consists of a revised *Land Use Element* and *Circulation Element*, the two most important general plan components in terms of shaping the physical form and character of the community.

The Central Valley is projected to be the fastest growing region in the state of California between 1990 and 2010. Approximately three million new people are expected to reside in the region by the end of this period. The City of Tulare, which grew by nearly 50 percent between 1980 and 1990, must anticipate that it will be significantly affected by this regional growth. The City has many features which make it attractive to new residents and businesses. These include its friendly citizenry, small town atmosphere, rural surroundings, affordable housing, and expanding industrial employment base. This Tulare General Plan *Land Use Element* and *Circulation Element* update has been prepared with these trends and conditions very much in mind.

B. PURPOSE OF THE LAND USE AND CIRCULATION ELEMENTS

The new general plan *Land Use* and *Circulation* elements are intended to balance the benefits of anticipated growth and change through the year 2005 with desires to maintain and enhance those qualities which make Tulare a desirable place to live and work. The two elements have been designed to promote a vision for: (1) the development of Tulare into a full service city; (2) the encouragement of a balanced, generally concentric and contiguous growth pattern which can be efficiently provided with adequate public services and infrastructure; (3) the maintenance and improvement of existing residential neighborhoods; (4) the creation of distinctive new, high quality residential neighborhoods; (5) the application of a high standard of design quality in all new development; (6) the fostering of the downtown as the City's civic, cultural, and service center; (7) the location of community shopping opportunities at convenient and appropriate locations along key circulation arterials; and (8) the establishment of regional shopping opportunities along Tulare's highly accessible freeway frontage. In addition, these two plan elements are designed to guide the City towards this overall vision in an orderly manner so that efficient and convenient circulation are maintained, adequate public infrastructure and services are

provided, the agricultural heritage of the City is respected, and related environmental impacts are minimized.

The City's previous *Land Use Element* was prepared in 1978 by the City of Tulare Planning and Building Department and was adopted by the City Council in September of 1979. The City's previous *Circulation Element* was last updated in 1981 to reflect and facilitate the policies set forth in the 1978 *Land Use Element*.

C. OTHER ELEMENTS OF THE TULARE GENERAL PLAN

The remaining state-required elements of the Tulare General Plan, including the *Housing, Conservation and Open Space, Noise, and Seismic Safety* elements, are not a part of this update. The City's *Housing Element* was recently updated and adopted in 1992. The City's *Noise Element* was most recently updated in 1990. The City's *Conservation and Open Space Element* is included within the Conservation and Open Space components of the 1972 Tulare County Environmental Resources Management Element (ERME). These components were adopted as City policy by Tulare City Council resolution in August of 1975. The City's *Seismic Safety Element* is included within the Five County Seismic Safety Element prepared in 1974 for Fresno, Kings, Madera, Mariposa, and Tulare Counties, and was adopted as City policy by Tulare City Council resolution in May of 1983.

In addition to these various elements of the Tulare General Plan, the City adopted the South Tulare Specific Plan in 1984. The South Tulare Specific Plan is superceded by this *Land Use Element* and *Circulation Element* update.

II. STATE GENERAL PLAN REQUIREMENTS

A. GENERAL REQUIREMENTS

The California Government Code mandates that all cities and counties in the state prepare and periodically revise a comprehensive long term general plan for the development of their communities. In addition, state law requires that all city regulatory controls, including its zoning ordinance, all city capital improvement programs, and local development project approvals, be consistent with the policies of the general plan.

State law also specifically dictates the contents of local general plans. There are seven mandated general plan elements which include the land use and circulation elements, and the housing, public safety, seismic safety, open space, and conservation elements. The general plan may also include any other element which relates to the physical development of a particular jurisdiction. Subjects for these additional elements could include community design, historic preservation, air quality, energy, etc.

B. LAND USE AND CIRCULATION ELEMENT REQUIREMENTS

The purpose of the *Land Use Element* is to designate the proposed general distribution, location, and extent of existing and future land uses in the community. State law stipulates that the element must include a set of development policies and a land use diagram (map), which together identify the location and intensity of different types of development allowable within the jurisdiction.

The purpose of the *Circulation Element* is to identify the general location of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities in the community. State law stipulates that these *Circulation Element* provisions must support the goals, objectives, policies, and proposals of the *Land Use Element*.

In addition to the State Government Code sections mandating the preparation and basic content of general plans, a set of State General Plan Guidelines (1987) has been prepared and adopted by the State Office of Planning and Research (OPR) to assist local planning agencies in preparing and maintaining their general plans. These guidelines constitute the most comprehensive available discussion of California's land use planning statutes, and

have been heavily relied upon in completing the updated *Land Use Element* and *Circulation Element* for the City of Tulare.

III. FORMULATION PROCESS

A. FOUR-PHASE PLANNING PROCESS

The completion of the City's *Land Use Element* and *Circulation Element* represents the result of the combined efforts of the Tulare City Council, the Planning Commission, the Board of Public Utilities, the Planning Department, the Public Works Department, the Parks and Recreation Department, other City staff, and the plan update consulting team. The update is the result of a four-phase process of public input and planning analysis.

B. COMPLETED PLANNING PHASES

Phase I, the preliminary planning phase, included identification of significant issues to be addressed in the plan update program, as well as general data gathering, base map preparation, and field surveys. Key planning issues and concerns were identified through a series of public meetings and citizen input workshops. Phase I also included analysis of existing conditions with emphasis on these identified planning issues, and determination of the implications of these issues and conditions for future land use and circulation planning. In addition, Phase I included an overview of likely future demands for various land uses in Tulare, and a review of possible general plan implementation and capital improvement financing approaches which might be incorporated into the land use and circulation element updates.

These preliminary planning efforts culminated in the preparation of the Tulare General Plan Update Preliminary Planning Report (July 1990). The final task of phase I was the formulation and discussion of alternative land use and circulation element update goals and policies, and analysis of conceptual land use map alternatives.

Phase II, completion of the Administrative Draft Tulare General Plan Update Land Use and Circulation Elements, involved consultant preparation of an administrative draft version of the two new elements, followed by City staff review and comment. Phase III involved preparation of the Public Review Draft Tulare General Plan Update Land Use and Circulation Elements for review by City decision-makers and the public.

C. REMAINING PLANNING PHASES

Phase IV of the process will involve public review of the Public Review Draft Tulare General Plan Update Land Use Element and Circulation Element, including a series of public meetings and hearings, followed by completion of the Final Tulare General Plan Update Land Use Element and Circulation Element.

D. PUBLIC PARTICIPATION

1. Public Meetings

The land use and circulation element update process included a special effort to maximize public involvement, primarily through a series of public hearings and open invitation citizen workshops. This public input was supplemented by regular review and comment from different decision-making bodies within city government (the City Council, the Planning Commission, and the Board of Public Utilities), as well as input from other city organizations (e.g., the Tulare Improvement Program). The various public meetings and citizen workshops were all advertised in the *Advance Register*, and in notices posted at City Hall and other locations.

The following public meetings and citizen workshops were conducted:

- (1) June 14, 1989 General Invitation Public Scoping Session in the City Council Chambers. This meeting was held to introduce the planning team and the planning process to the public, and to receive public input on issues and concerns which should be addressed in the land use and circulation element update.
- (2) August 21, 1989 Scoping Session with the Planning Commission in the City Council Chambers. This meeting was used to solicit input from the Planning Commission and the public on issues and concerns which should be addressed in the land use and circulation element update.
- (3) August 22, 1989 General Invitation Citizen Work Session at the Tulare Public Library. An informal day-long work session was conducted at the city library to provide the public with the opportunity to express and discuss their concerns, ideas, and suggestions in small groups or one-on-one with members of the planning team.
- (4) August 22, 1989 General Invitation Public Scoping Session in the City Council Chambers. This meeting was held in the evening to provide an additional

opportunity for the public to express their concerns and ideas relating to issues which should be addressed in the land use and circulation element update.

- (5) October 4, 1989 Presentation of the Planning Process and Community Input to Date to a Joint Session of the City Council, Planning Commission, and Board of Public Utilities at the Sequoia Club. This meeting was held to formally present the general plan update process to the three city boards most directly involved in the physical development of the City, to report on the public input received at all other previous meetings, and to receive additional input from the public and members of the three boards.
- (6) July 17, 1990 General Invitation Presentation and Discussion of the Preliminary Planning Report in the City Council Chambers. This meeting was held to formally present the findings of the Preliminary Planning Report and the results of Phase I to the public, and to receive public comment on these Phase 1 findings and conclusions.
- (7) August 24, 1990 General Invitation Presentation and Discussion of Policy Concepts. This meeting was held to present and discuss existing and suggested City policy concepts which responded to the findings of the Preliminary Planning Report and related public input.
- (8) November 7, 1990 Presentation of Land Use Plan Alternatives and Circulation System Implications to a Joint Session of the City Council, Planning Commission, and Board of Public Utilities at the Sequoia Club. This meeting was held to present and discuss Phase 1 report refinements and present and discuss conceptual land use alternatives and their associated circulation system implications.

2. Decision-Maker Questionnaire

In addition to the November 7, 1990 joint meeting, a survey questionnaire relating to the evolving policy language and the suggested land use alternatives was distributed among the membership of the City Council, Planning Commission, and Board of Public Utilities to provide opportunity for detailed feedback from City decision-makers.

3. Synthesis

The general public input solicited at the first five of the eight meetings listed above was summarized in the Preliminary Planning Report. That community input, as well as subsequent public comment solicited in the remaining three meetings, and the results of the

questionnaire survey, are reflected in the *Land Use Element* and *Circulation Element* updates as merited.

E. BACKGROUND REPORT

The content of the *Land Use Element* and *Circulation Element* is based in part on the findings of Tulare General Plan Update Preliminary Planning Report, which was first made available to the public in July of 1990. This report includes a summary of public comment to that point in the process, a related summary listing of key planning issues and concerns to be addressed in the general plan update program, a description of existing and anticipated future conditions within the Planning Area, an overview of anticipated demands for various land use types in Tulare over the fifteen year horizon of the plan update, and a description of the implications of these findings for land use and circulation planning. The report is available for review at the City of Tulare Planning and Building Department and at the Tulare Public Library.

IV. AMENDMENT PROCESS

Once adopted, a *Land Use Element* and *Circulation Element* will not remain static. State law permits up to four general plan amendments per year (Government Code Section 65358 [b]). General plan amendment requests most typically involve a proposed change in the general plan land use designation for a particular property. In addition, as time goes on and local circumstances change, the City of Tulare may determine that it is necessary to revise portions of the plan text to reflect these changing circumstances or a change in City philosophy. State law also provides direction on how cities can maintain their general plans as contemporary policy guides by requiring the Planning Department to report annually to the City Council "on the status of the plan and progress in its implementation" (Government Code Section 65400 [b]).

Any citizen wishing to amend the *Land Use Element*, *Circulation Element*, or any other element of the Tulare General Plan should follow the procedure generally outlined below.¹

1. Prior to filing an official application for a general plan amendment, the prospective applicant should discuss the proposed amendment with the City's Planning Director. This contact will give the applicant a first hand opportunity to learn the details of the amendment process as well as any concerns the City may have about the proposed plan changes.
2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Tulare Planning and Building Department and pay the required processing fees.

Environmental review in accordance with the provisions of the California Environmental Quality Act will be required of every proposed general plan amendment application.

3. Once an application is submitted, it will be placed on an agenda for public hearing before the Tulare Planning Commission according to the City's established schedule for general plan amendments. Prior to the Planning Commission hearing, the City, in accordance with the State Government Code, will provide notice of the public hearing date

¹More detailed general plan amendment processing and timing information is available from the Planning Department.

and the item to be discussed. For an individual amendment, this typically involves a legal notice in the *Advance Register* and a notice mailed to all property owners within 300 feet of the subject property.

Major amendments affecting the entire community, such as an amendment to the plan text, an update of the entire plan, or a complete revision of individual elements, are noticed differently because of their broader scale. In such cases, state law provides alternative methods of notification that do not require mailing to individual property owners.

4. Planning Department staff will prepare a staff report to the Planning Commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and related comments from other City departments or affected government agencies. The staff report also will recommend whether the Planning Commission should recommend the amendment to the City Council for approval or denial. The staff report will be sent to the Commission and the applicant prior to the public hearing. The staff report, comments from the applicant, and public hearing testimony on the proposed amendment, will become official considerations in the Planning Commission action.

State law requires that any decision on a general plan amendment must be supported by findings of fact. These findings are the rationale for making a decision either to approve or deny an amendment. While specific findings may be applied on a project-by project basis, at least the following standard findings should be made as a condition of approval for each general plan amendment:

- a. The proposed amendment is deemed to be in the public interest.
- b. The proposed amendment is consistent and compatible with the rest of the general plan and any implementation programs which may be affected.
- c. The potential impacts of the proposed amendment have been adequately assessed and have been determined not to be detrimental to the public health, safety, or welfare.
- d. The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City-initiated general plan amendments, as well as amendments requested by other public agencies, are subject to the same basic process and requirements described above to ensure overall consistency and compatibility with the rest of the Tulare General Plan. This

includes appropriate environmental review, public notice, and public hearings leading to an official action by Tulare City Council resolution.

V. PLANNING AREA SETTING

A. REGIONAL LOCATION

The City of Tulare's regional location is illustrated on Figure 1. As shown, the City is located in the south central San Joaquin Valley, and in west central Tulare County along State Highway 99, approximately 52 miles south of Fresno and approximately 67 miles north of Bakersfield. The closest neighboring city is Visalia (1992 population of 81,685), approximately five miles to the north via Highway 99 or Highway 63 (Mooney Boulevard). The planning areas of Tulare and Visalia are contiguous. Visalia is the county's largest city, the county seat, and currently serves as the region's principal retail center.

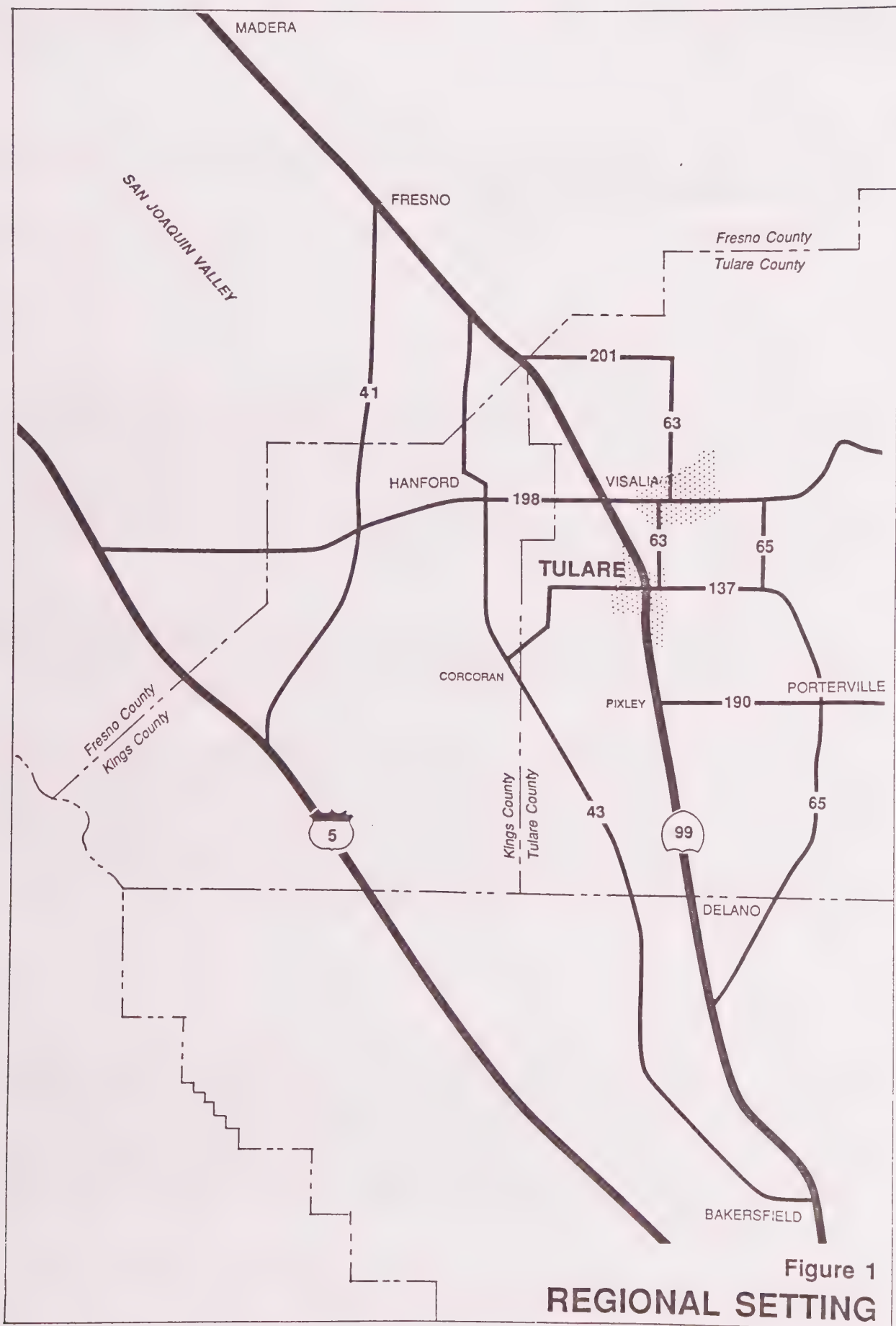
The City of Hanford is approximately 25 miles to the northwest in Kings County via Highway 198, and the City of Porterville is approximately 22 miles to the southwest via Highway 190. Smaller communities in the area include Goshen to the north on Highway 99, Pixley and Tipton to the south on Highway 99, and Corcoran to the southwest on Highway 137.

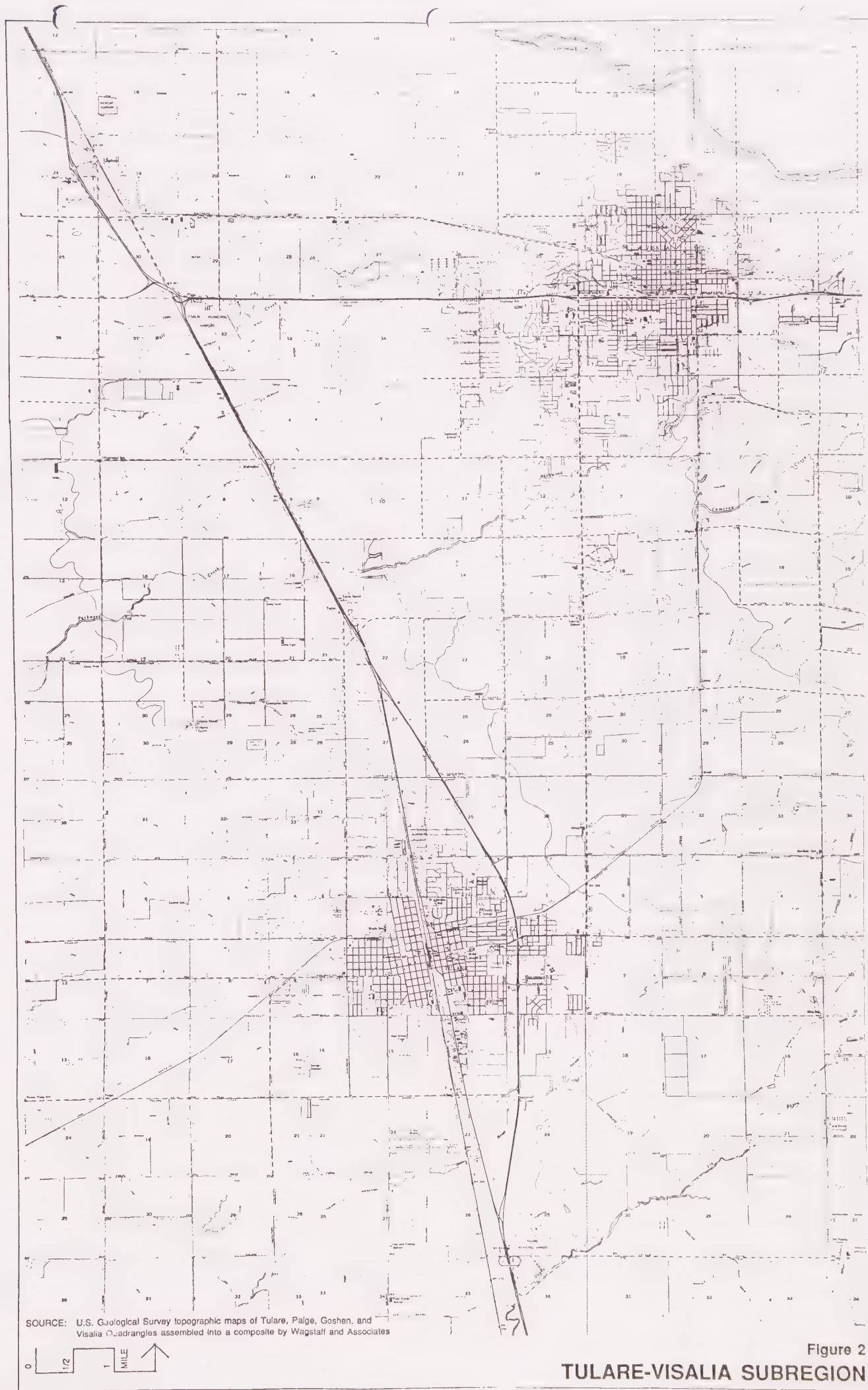
Primary regional access to Tulare is provided by eight Highway 99 interchanges, including the North J Street, Cartmill Avenue, Prosperity Avenue, Tulare Avenue (State Highway 137), Bardsley Avenue, Paige Avenue, South K Street, and Airport Drive interchanges. Other freeway interchanges in the vicinity include the Liberty Avenue-Tagus interchange between Tulare and Visalia, and the Avenue 200 interchange to the south. East/west regional access is also provided by State Highway 137 which is known as Tulare Avenue within the Tulare city limits.

B. LOCAL SETTING

The relationship of Tulare to its two nearest neighbors, Visalia and Goshen, is illustrated on Figure 2. The communities are separated by extensive agricultural lands, with scattered rural residential development and some limited commercial development, the latter at various unincorporated locations along principal highways and arterials. The agricultural lands which surround Tulare are divided into square mile sections, as is typical of the San Joaquin Valley in general, with the section boundaries providing the basis for a grid-like rural road system.

Agriculture activities in the Tulare vicinity include production of field crops, seed crops, vegetable crops, fruit and nut crops, livestock and poultry.





SOURCE: U.S. Geological Survey topographic maps of Tulare, Paige, Goshen, and Visalia quadrangles assembled into a composite by Wagstaff and Associates



Figure 2
TULARE-VISALIA SUBREGION

As shown diagrammatically on Figure 2, Visalia urbanization extends south towards Tulare primarily along Mooney Boulevard, Demaree Road and West Street. The north end of Mooney Boulevard in particular has experienced extensive community and region-serving commercial development in recent years. Figure 2 also illustrates how, as of 1989, Visalia urbanization had not extended south of Packwood Creek. However, the 1990 Visalia General Plan Land Use Element signals a change in this past policy by re-designating lands in the Visalia Planning Area south of Packwood Creek for future urban uses (Residential Urban Reserve and Commercial/Office).

C. BASIC PLANNING AREA CHARACTERISTICS

1. Boundaries and Land Area

For general plan formulation purposes, state law provides for local designation of a "planning area" boundary which typically includes the city limits and those portions of the surrounding area which bear relation to the City's long-range planning. The City of Tulare Planning Area boundary and the city limit line are shown on Figures 3 and 4.¹

The Planning Area boundary encompasses approximately 20,320 acres. In 1989, the incorporated Tulare city limits contained approximately 8,979 acres. By 1992 the city limits had increased to 10,180 acres through the annexation of the 622-acre Lagomarsino tract and other properties, and approximately 7,400 acres (or 73 percent) of the area within the city limits had been urbanized. Approximately 8,230 acres, or 41 percent of the land within the planning area had been urbanized by 1992.

2. Topography

The Tulare Planning Area is generally flat, with a slight slope towards the southwest. Elevations range from approximately 315 feet in the northeast corner of the Planning Area, to approximately 250 feet in the southwest corner. The southeastern boundary of the Planning Area borders Elk Bayou, which is the only significant surface water body in the Planning Area with the exception of a series of irrigation canals located throughout the City and surrounding area.

¹The illustrated planning area boundary is the same as established by the Tulare City Council with adoption of the previous *Land Use Element* in 1979.

3. Existing Urban Pattern

The existing urbanized area of the City is bisected into east and west sectors by the Southern Pacific Railroad, which runs north/south through the City. The east sector is also bisected by the north/south alignment of the Highway 99 freeway.

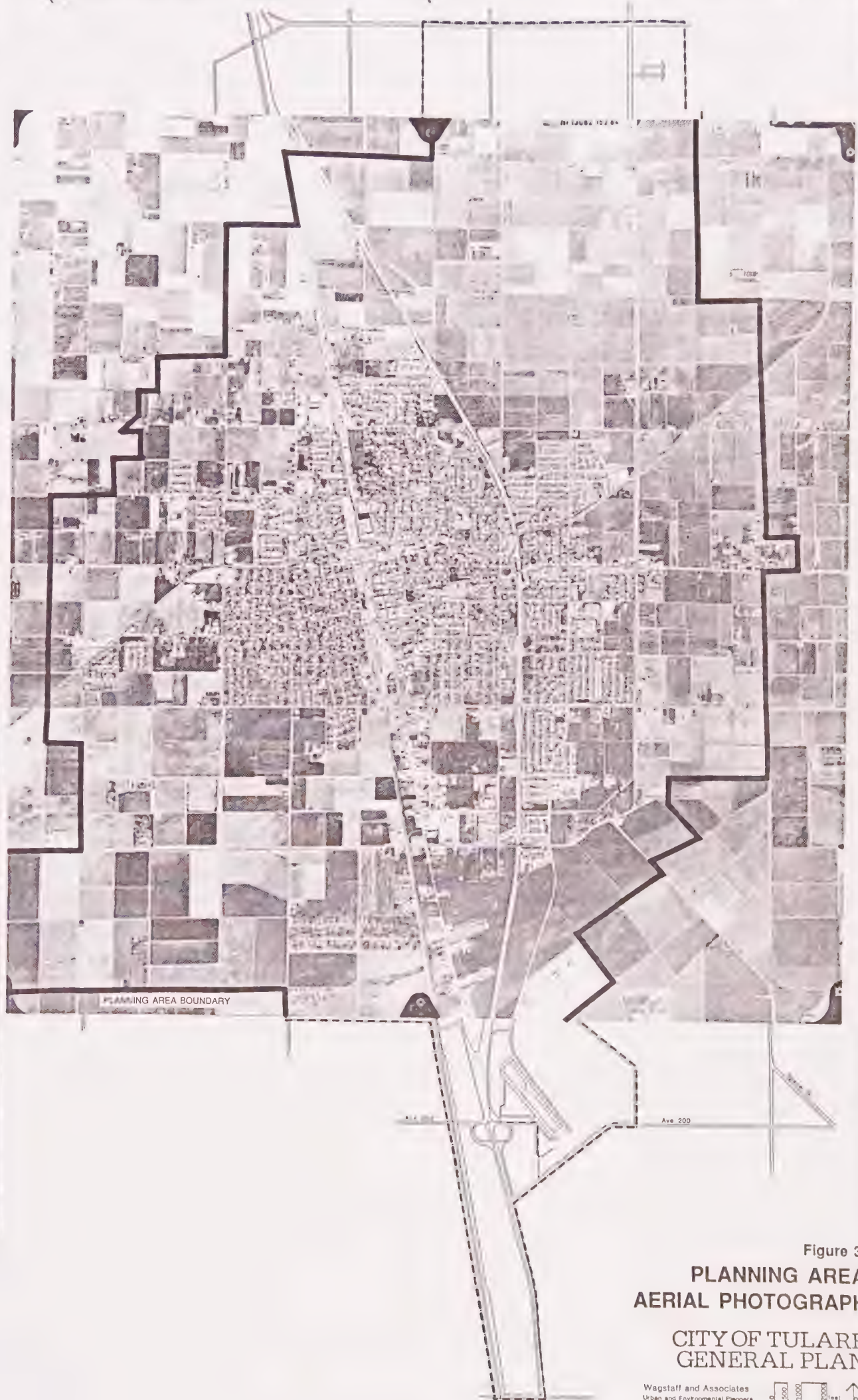
Other major north/south routes on the east side of town include Blackstone Street and Hillman Avenue, which parallel Highway 99, and Mooney Boulevard (Highway 63) which is located on the eastern edge of the city limits. Both of these routes also link Tulare with Visalia. Major north/south routes on the west side of town include J Street and K Street (old Highway 99), which parallel the Southern Pacific line, and West Street which is located near the west edge of the city limits. Major east/west routes include Paige Avenue, Bardsley Avenue, Inyo Avenue, Tulare Avenue (Highway 137), Prosperity Avenue, and Cartmill Avenue.

Residential areas are located throughout the City, with older neighborhoods concentrated primarily on the west side of the railroad and the central area surrounding the downtown. Newer residential neighborhoods and most of the City's recent residential expansion activity are located primarily in the northern and northeastern areas of Tulare as well as the west and southeast areas of the City.

The traditional central commercial center of the City is the downtown area, located between J and O Streets, and between Cross Street and Inyo Avenue. The downtown area includes the City's principal concentration of retail and service commercial activities, the City Hall, Zumwalt Park, and the new Heritage Place shopping complex. Beyond the downtown, substantial community-serving strip commercial development exists along Tulare Avenue east of the Southern Pacific railroad tracks and along Inyo Avenue west of the railroad tracks. Other principal community-serving retail concentrations include the two-shopping-center complex located just west of the Highway 99/East Prosperity Avenue intersection (the Mountain View and Town and Country shopping centers), the new K-Mart/Mervyns shopping center at the corner of Prosperity and Hillman east of Highway 99, and a strip commercial concentration along South K Street. Smaller neighborhood-serving commercial facilities are located at other outlying intersections throughout the City.

Existing industrial development in Tulare is relatively extensive, comprised primarily of food processing and other agricultural production activities concentrated in the southern portion of the City around Continental Avenue and Levin Avenue, an area commonly referred to as the Tulare Industrial Park.

For purposes of analysis and discussion, the Tulare Planning Area has been divided in this land use and circulation element document into six sections or *planning subareas*. These



subareas, as shown on Figure 4, are named northwest, north, northeast, west, central, east, southwest, south, and southwest.

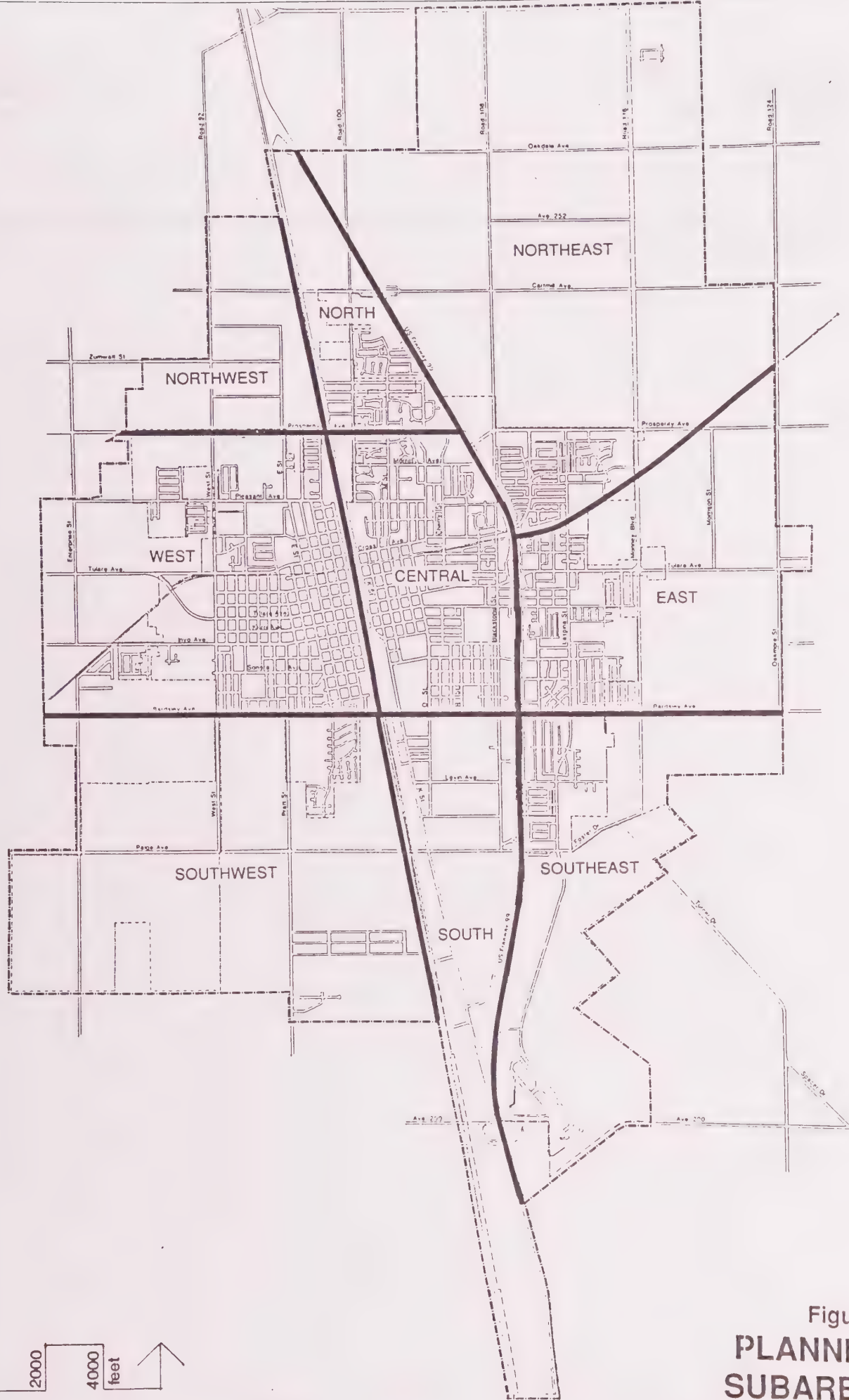


Figure 4
**PLANNING
SUBAREAS**

D. HISTORICAL BACKGROUND

The City of Tulare was founded in 1872 with completion of the Southern Pacific north/south railroad line through Tulare County. Later, an east/west Santa Fe Railroad line was constructed across the county, intersecting with the SPRR in central Tulare. The completion of Highway 99 to freeway status in the 1950's also represented a significant growth-inducing element.

In addition to these major transportation facilities, the introduction of a subregional system of irrigation ditches and canals facilitated the development of the Tulare vicinity as a viable agricultural area, and strengthened Tulare as the service, processing, and distribution center for this activity. In addition, construction of the Highway 99 freeway in the early 1950's and the establishment of the Tulare Industrial Park in the 1970's have allowed the City to diversify its economic base from strictly an agricultural service center to a multi-functional urban area.

Historical population trends for Tulare, Visalia, nearby Porterville, and the county as a whole are described in Tables 1 and 2. Prior to 1950, the tables indicate that Visalia had historically been the largest city in Tulare County. For a brief period around 1950, however, the City of Tulare population slightly exceeded that of Visalia. Since 1950, the City of Visalia reestablished itself as the largest city in the county and as the major commercial center for the region, with a market area that includes Tulare and other nearby cities.

The City's growth between 1980 and 1990 occurred at a greater rate (48 percent) than that of the county as a whole (27 percent) and has roughly paralleled the Porterville growth rate. The Visalia growth rate over the same decade (52 percent) slightly exceeded the Tulare rate. However, the degree of difference in growth rates between the two cities has been declining. In fact, between 1988 and 1990, the City of Tulare population growth rate (5.8 percent) overtook the Visalia rate (5.4 percent) for the first time in over 35 years. These figures indicate that the City of Tulare can anticipate a year 2005 population of between 50,000 and 63,000,¹ if current trends were to continue.

The population of the City of Tulare in 1992 was 36,512. This population made Tulare the second largest city in Tulare County, accounting for approximately 11 percent of the total county population (329,999).

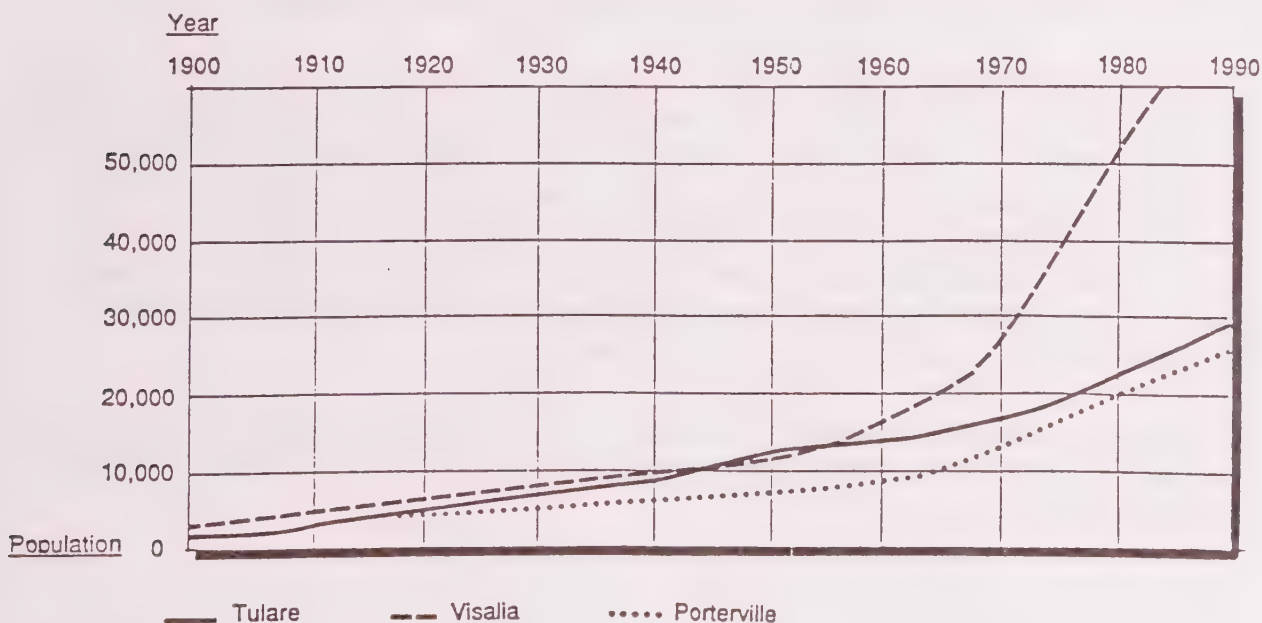
¹Population growth in the city over the 1988-89 period was due in part to annexation of existing urbanized areas and population. Such annexations have artificially inflated the percentage of population increase over that period. Therefore, the population growth range estimate for the year 2005 reflects an annual percentage rate of 3.0 to 4.5 percent rather than 5.8 percent.

Table 1
HISTORICAL POPULATION GROWTH IN TULARE COUNTY

	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
Tulare	2,216	2,758	3,539	6,207	8,259	12,495	13,824	16,235	22,526	33,249
Visalia	3,085	4,550	5,753	7,263	8,904	11,749	15,791	27,268	49,729	75,636
Porterville	-	2,696	4,097	5,303	6,270	6,904	4,991	12,602	19,707	29,563
Tulare County	18,375	35,440	59,031	77,442	107,152	149,264	168,403	188,322	245,738	311,921

Source: Tulare County Data Book

Table 2
COMPARATIVE POPULATION TRENDS--TULARE, VISALIA, PORTERVILLE, TULARE COUNTY (1900-1990)



SOURCE: Wagstaff and Associates, March 1990.

VI. FORMAT: GOALS, OBJECTIVES, POLICIES, AND ACTIONS

State General Plan Guidelines require that a city's general plan include text which sets forth statements of development policy. The guidelines suggest that these statements should work together with various diagrams to provide concrete direction for the physical development of the city. The guidelines provide significant leeway in the organization of these policy statements; however, they do imply that the statements be organized in a hierarchical fashion. Such a hierarchy has been incorporated in the *Land Use Element* and *Circulation Element* which follow.

A standard organizational framework has been used, whereby the policy statements have been separated into "goals," "objectives," "policies," and "implementation measures." The value of such a hierarchical approach to city development policy is that it allows the public and City decision-makers to distinguish between the desires of the community (stated as "goals" and "objectives") and the methods through which these desires can be achieved (stated as "policies" and "implementation measures"). These different levels of the public policy description are further defined below.

A **goal** is defined as a direction setter. It is an ideal end condition or state toward which planning policy and implementation measures are directed. A goal is a general expression of community values. A goal is generally not quantifiable or time dependent.

An **objective** is a specific end, condition, or state that is an intermediate step toward attaining a goal. An objective should be an achievable end and, where possible, measurable and time-specific. An objective may pertain to one particular aspect of a goal or it may be one of several successive steps toward goal achievement. Consequently, there may be more than one objective for each goal.

A **policy** is a specific statement of intent that guides decision-making. It indicates the clear commitment of the City Council with respect to land use and circulation under certain circumstances. A policy is based on the overall general plan goals and objectives, as well as the background analyses of data and public input.

An **Implementation measure** is an action, procedure, program, or technique which is intended to carry out the various general plan goals, objectives, and/or policies.

LAND USE ELEMENT



I. INTRODUCTION

A. PURPOSE

The state-mandated purpose of the *Land Use Element* is to designate the intended general distribution, general location, and extent of the uses of the land within the City and its Planning Area for housing, business, industry, open space (including agricultural and recreational areas), education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private land use activity.¹ In response to this mandate, this *Land Use Element* recaps past growth trends in Tulare, lays out the City's intentions regarding the dimensions and directions of growth through the year 2005, sets forth the general plan *land use map*, and defines related land use categories.

B. CONTENT

The State General Plan Guidelines explain that the *Land Use Element* has the broadest scope of the seven mandatory elements of the general plan. The *Land Use Element* addresses many of the issues covered in other elements of the general plan as they relate to land use. Thus, the *Land Use Element* plays a central role in correlating and assuring consistency within the general plan.

This *Land Use Element* is comprised of four primary components: (1) the City's adopted land use goal policy statements which are the foundation of the element, (2) a description of the City's various formal land use classifications and related development allowances, (3) the companion *land use map*, and (4) a *Land Use Element* implementation program.

1. Policy Statements

The City's adopted land use goals and policies are organized in this chapter under the following subjects or categories: overall growth pattern, residential uses, commercial uses, office and business park uses, industrial uses, agriculture, parks and recreation, municipal services, higher education, and community character. The land use policy statements for each of these land use categories are preceded a general "Setting" statement which

¹State Office of Planning and Research (OPR), State of California General Plan Guidelines, June 1987, page 81.

describes the existing conditions, anticipated trends, and related issues that the policies have been formulated to address; and a "Planning Agenda" statement which summarizes the intent of the related policy statements and **land use map** indications for that land use category. The land use policy descriptions are broken down into goals, objectives, and policies.

2. Land Use Classifications

The identification of City land use goals and policies is followed by a description of the City's adopted *land use classifications*, which include Rural Residential, Suburban Residential, Urban Residential, General Commercial, Regional Commercial, Community Commercial, Neighborhood Commercial, Office/Business Park, Industrial, Public and Institutional, Parks and Recreation, Agriculture, Schools, and Open Space. These land use classification descriptions include the purpose, permitted uses, and where appropriate, the allowable development intensities within each land use category.

This updated set of *land use classifications* includes a number of changes from the City's previous General Plan Land Use Map. First, the previous General Commercial classification has been divided in this update into four commercial subcategories (General, Regional, Community, and Neighborhood) to provide more specific direction regarding the various types of commercial uses desired at different locations throughout the City. Second, an overlay "Downtown Precinct" has been established to emphasize the special role and needs of the downtown. Third, a new Office/Business Park classification has been created to provide for compatible accommodation of this viable new land use type in Tulare. Finally, a new Open Space classification has been created to designate areas that contain special natural or recreational resources which warrant protection. The purpose and general plan provisions for these new land use classifications, as well as for the other retained land use categories, are described in more detail in section III of this *Land Use Element*.

The land use classification descriptions in section III are followed in section IV by a description of the City's official **land use map** for the year 2005. This map designates the intended future land use pattern within the City's Planning Area in terms of the land use classifications listed above and described in section III herein. The map includes conceptual future locations for public parks and schools, and also delineates an outlying Urban Reserve Line beyond which the development of urban uses will be discouraged during the planning period (i.e., through 2005) for the purposes of efficient urban growth and agricultural preservation.

II. LAND USE GOALS, OBJECTIVES, AND POLICIES



A. CITYWIDE GROWTH PATTERN

1. Setting

a. Existing Land Use Pattern. Figure 5 illustrates the existing land use pattern within the City as of 1991. Table 3 provides a statistical breakdown of the approximate total acreage occupied by existing development, as well as areas which remained vacant, within the Tulare Planning Area and the city limits updated through 1992.

The physical pattern of residential growth in Tulare throughout the 1980's was generally balanced geographically, with new residential subdivisions occurring in the south, southeast, north, and northeast planning subareas. In the early 1990's, multiple proposals for commercial development near the intersection of Prosperity and Hillman Avenue, plus the annexation of the 622-acre Lagomarsino property which is proposed for a mix of residential and commercial development, set a trend of future growth emphasis on the northeast subarea. Industrial development in the 1980's and 1990's has remained generally concentrated in the Tulare Industrial Park; i.e., the south subarea.

Table 3
TULARE LAND USE BREAKDOWN--1992

Note: The figures below represent an approximation of the total land area occupied by existing urban development, based on analysis of 1989 aerial photography by Wagstaff and Associates and City planning staff, and updated through 1992.

	City Limits		Planning Area	
	Net Acres ⁴	Gross Acres ⁵	Net Acres ⁴	Gross Acres ⁵
Residential	2,120	3,080	2,660	3,680
Commercial	460	665	560	765
Industrial	800	1,125	875	1,235
Public ¹	1,730	1,790	1,740	1,800
Agriculture	90	90	--	-- ⁷
Recreation ²	330	330	330	330
Rights-of-Way ³	1,870	320	2,065	420 ⁶
TOTAL ACRES				
Occupied		7,400		8,230
Vacant		2,780		12,090
Occupied plus Vacant		10,180		20,320
Percent Vacant		27%		59%

Note: These figures were developed from analysis of aerial photography and, as a result, reflect acres of land within the various current general plan land use map designations which are currently occupied by any urban use. No distinction has been made between conforming and nonconforming land uses.

¹ Occupied "Public" land includes approximately 1,200 acres of buffer area surrounding the city's sewage treatment plant.

² The approximately 330 acres of existing urban uses within the current general plan "Recreation" designation include the Tulare Golf Course.

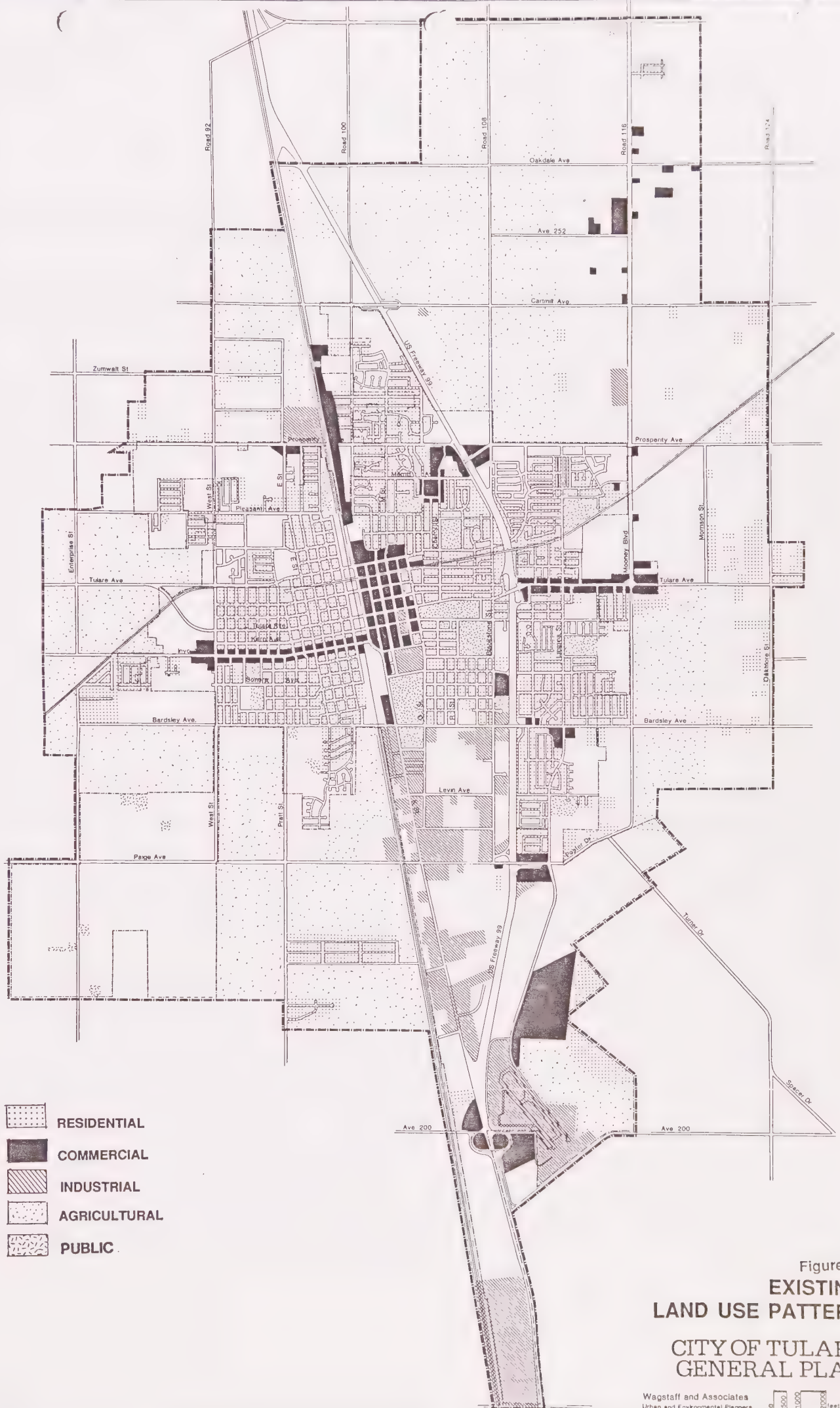
³ "Gross acre rights-of-way" areas are comprised of the freeway, railroads, and T.I.D. canals. "Net acre right-of-way" areas are comprised of local streets excluded from net land use acres.

⁴ Net acres = approximate area of urban development within each land use classification, excluding public streets. These areas have been calculated as 31 percent of the gross area of developed Residential, Commercial, and Industrial land within the city limits and ten percent of the land outside of the city limits. The Rights-of-Way portion of the Public land use classification has been calculated as ten percent of the gross developed area.

⁵ Gross acres = approximate area of urban development within each land use classification, including public streets.

⁶ Includes designated Rights-of-Way within undeveloped portions of the planning area.

⁷ Agricultural land outside of the city limits is included in the "vacant" category.



In 1992, approximately 60 percent of the Planning Area, comprising about 12,000 acres remained undeveloped, the largest portion of which was in the northeast planning subarea.

b. Proposed Sewer Extensions. New sewer lines which are proposed in the City's Sewer System Master Plan (1991) will facilitate growth in all sections of the City. All sewer system improvement alternatives considered in this master plan involve completion of two new sewer trunk line extensions by the year 2000--one up the east side of the City from Enterprise Boulevard to a point as far north as Cartmill Avenue, and one up the west side from Enterprise and/or West Streets to a point as far north as Pleasant Avenue. The master plan also shows possible additional trunk line extensions north of Oakdale Avenue by the year 2020.

c. Agriculture. Like most Central Valley cities, almost all of the developed and undeveloped lands in the Tulare Planning Area are on prime agricultural soil. The best rated agricultural soil in the Tulare Planning Area is in the north end. Also, like most communities in the Central Valley, virtually any substantial future development of undeveloped areas within the outlying Tulare Planning Area would displace existing agricultural activity. To the extent that these Central Valley communities, including Tulare, continue to grow, displacement of agricultural land by urban uses will continue to occur.

d. Circulation. The City's circulation system is not significantly constrained in terms of existing operation and future extension, and is generally not expected to be a major limitation on the City's future growth pattern. However, certain existing and anticipated east-west, cross-town arterial routes remain disconnected due to the freeway. Frequent train movements on the South Pacific Railroad tracks also disrupt east-west circulation. The lack of adequate grade-separated arterial crossings of the freeway and railroad represents the principal existing circulation deficiency in Tulare. This deficiency is expected to become more acute as the city grows, and could significantly affect future growth patterns.

e. Airport Land Use. Land use around the Tulare Municipal Airport has generally been restricted to industrial, limited commercial, recreation, and agricultural uses. Chapter 21 of the Tulare Zoning Ordinance (Airport Hazard Zoning Regulations) provides height limitations and use restrictions for designated zones surrounding the airport, pursuant to state Planning and Zoning Law, the state Airport Approaches Zoning Law, and the policies of the Tulare General Plan.

f. Recent Development Trends. The Planning Area boundary did not change between 1978 and 1992. Within this boundary, however, the incorporated area within the Tulare city limits has increased substantially through annexation from 6,517 acres in 1978 to 10,180 acres in 1992, an increase of 3,663 acres or approximately 56 percent.

Notable development increases since 1978 include the development of the Tulare Industrial Park in the southern subarea; the development of residential subdivisions in the south, southwest, southeast, northeast, northwest, and north subareas; the infill and intensification of commercial areas in the northernmost section of the downtown area (on Cross Street); and the development of substantial community-serving commercial uses around the Prosperity/Hillman/Highway 99 interchange.

The most significant recent annexation has been the one-square mile Lagomarsino property bounded by Mooney Boulevard, Cartmill Avenue, Hillman Street, and Prosperity Avenue. This parcel was annexed to the City in late 1990. The city has approved a mixed-use development including a combination of single-family and multi-family residential development; recreational amenities; neighborhood, community, and regional commercial shopping areas; and professional office development.

2. Growth Pattern Planning Agenda

The policies and land use allocations outlined in this *Land Use Element* reflect City desires to efficiently accommodate a reasonable and desirable share of anticipated 1990-2005 regional growth, especially the kind of growth that will allow Tulare to become a more self-sufficient, full-service city. Such growth includes additional, well-planned shopping, commercial service (restaurants, etc.), and office activity designed and located to make Tulare a more convenient and efficient community. Such growth would reduce the tendency for Tulare residents to shop and conduct business outside the City, increase prosperity for Tulare businesses, and increase City sales tax revenue. This objective to accommodate desirable business growth is balanced by City desires to serve existing and new development with efficient public services and infrastructure, to minimize traffic and other adverse impacts, to improve the visual character and image of the community, and to maintain the viability of agricultural production in outlying areas.

The general growth pattern set forth on the *land use map* has been designed to:

- (1) provide land use allocations which reflect reasonable and desirable expectations;
- (2) encourage a balanced and generally concentric pattern of development in the City;
- (3) provide for efficient provision of public services;
- (4) accommodate continued outlying agricultural activities;
- (5) provide an appropriate balance between various residential, commercial, industrial, civic, institutional, and open space land use needs;
- (6) minimize land use compatibility problems between these uses;
- (7) minimize the environmental impacts of citywide, urban growth and change; and
- (8) protect the city's natural resources, especially Elk Bayou.

Also, in response to recent northeast subarea growth trends, the *land use map* has been designed to guide the pattern of residential and commercial growth in the northeast subarea to fulfill the potential of that area for high quality development, while minimizing future reliance of northeast area residential development on areas outside Tulare for shopping needs.

To accomplish this agenda, the updated **land use map** includes substantial changes from the City's previous General Plan Land Use Map. These changes include the creation of an "Urban Reserve Line," substantial revision to land use allocations along Mooney Boulevard, and designation of the 622-acre Lagomarsino property as a "Specific Plan Area" with associated future land use parameters, and the expansion of the City's Planning Area to the southwest.

a. Urban Reserve Line. Based on the City's desire to promote efficient provision of municipal services, provide convenient circulation, and preserve viable agricultural production, this *Land Use Element* and **land use map** define an Urban Reserve Line which is intended to mark the outer edge within which urban development can occur during the time period of the *Land Use Element*. The line is meant to distinguish between those areas which could be urbanized within the horizon of this *Land Use Element* and those areas which will remain undeveloped or in agricultural use. The **land use map** does designate specific urban land uses beyond the line to provide guidance for purposes of long range planning beyond the horizon of this *Land Use Element* (i.e., through the year 2005). However, the City would not support urban development outside of the line within this time frame.

The location of the Urban Reserve Line is based on anticipated growth rates and trends, and on the anticipated provision of efficient sewer and other municipal services. The line may be amended through the general plan amendment process when the City determines that growth beyond this edge would be consistent with the growth policies of this *Land Use Element*, and with policies established in other elements of the Tulare General Plan.

The purpose and configuration of the **land use map** designated Urban Reserve Line is not the same as the City's **Sphere of Influence** line, which as defined in the State General Plan Guidelines, designates the area of the City which will ultimately be annexed and served by the City. The Urban Reserve Line has a shorter time horizon, addressing the 2005 horizon of this *Land Use Element* as opposed to the ultimate buildout of the City. The purpose of the Urban Reserve Line is similar to that of the "Urban Development Boundary" described in the Tulare County General Plan *Urban Boundaries Element* (as amended in 1988), which defines twenty year growth areas around cities in Tulare County. The City of Tulare recommends that the County of Tulare amend its *Urban Boundaries Element* to create an Urban Development Boundary which is consistent with the City's Urban Reserve Line.¹

¹The County Urban Development Boundary category was created in 1988 as an amendment to the *Urban Boundaries Element* of the Tulare County General Plan. No Urban Development Boundary has ever been designated around the City of Tulare. The County's old boundary designation, the Urban Improvement Boundary, is shown in Appendix A of this *Land Use Element*.

The area within the Tulare *land use map* Urban Reserve Line is more than 1,000 acres smaller than the area within the county's most recently adopted Urban Improvement Area. The differences between the City's Urban Reserve Line and the County's Urban Improvement Area boundaries are described in more detail in Appendix A of this element.

b. Mooney Boulevard Corridor. The previous continuous corridor of commercially designated land along Mooney Boulevard is no longer considered appropriate by the City. Consequently, the primary designations for future commercial development have been relocated from the northern Mooney Boulevard corridor to more appropriate areas along the east side of Highway 99, in and around the downtown, and in selected outlying areas more convenient to anticipated Tulare residential growth. The Mooney Boulevard corridor is now designated primarily as residential, with concentrations of commercial, office/business park, and urban density residential at major intersections within the designated Urban Reserve Line. The City encourages the County to amend its land use plan for the Mooney Boulevard corridor as described in Resolution 80-630 of the Tulare Count Board of Supervisors to be consistent with this *Land Use Element* change.

c. Lagomarsino Annexation and Specific Plan. The 1990 annexation of the Lagomarsino property added 622 acres (almost one square mile) to the City limits of Tulare. Because of the opportunity and need for a unified master plan to guide future development of this important property, the *land use map* designates the site as a *Specific Plan*¹ area. To outline the general parameters for preparation of a specific plan, the *land use map* suggests a preliminary land use breakdown for this site.

These "SUGGESTED LAND USE PARAMETERS" represent preliminary guidelines which are subject to change in the Specific Plan formulation process. However, City review and adoption of such a plan will be dictated by the following criteria:

- Residential acreages should include a range of densities and housing types.
- All commercial centers within the specific plan area should be pedestrian, bicycle, and automobile accessible by specific plan area residents without leaving the specific plan area or using arterial streets.
- An internal school site should be provided which is pedestrian accessible from all residential development within the specific plan area.

¹State law authorizes cities and counties with complete general plans to prepare and adopt specific plans. Specific plans are meant to provide a bridge between the local general plan and individual development master plans. A specific plan combines planning policies, detailed design development standards, capital improvement requirements, and other regulatory schemes into one document which can be tailored to meet the special needs of a specific area.

- A minimum of one ten acre neighborhood park site should be included within the specific plan area for use by plan area residents. This park should be pedestrian accessible from all residential areas within the plan.
- The remainder of the City's park requirements (relating to Community Parks and Major Urban Parks) could be met either within or outside of the specific plan area.
- The location of the fire station should have easy access to major arterials.

d. Southern Tulare Specific Area Plan. The Southern Tulare Specific Area Plan, adopted by the City in 1983, outlined the City's specific desires with respect to land use, circulation, municipal services, and environmental concerns for an approximately 1,300-acre area in the southwest portion of the City. The area covered by the plan is south of Foster Drive and east of the freeway, including the Tulare Municipal Airport and the International Agri-Center and surrounding area. This *Land Use Element* incorporates all relevant policies from the Southern Tulare Specific Plan, with the exception of certain land use designation revisions, including a reduction in the quantity of commercial land designated along Laspina Street.

e. Planning Area Expansion. This *Land Use Element* designates an approximately 1,660-acre (9 percent) increase in the size of the City's Planning Area. The designated expansion occurs along the southwest edge. The purpose of this increase is to: (1) provide for City input into the planning for this area which is adjacent to anticipated Tulare urban areas north of Elk Bayou, (2) protect the City-valued natural environment along Elk Bayou (see photo below), and (3) preserve the rural character of the land south of Elk Bayou surrounding the University of California, Davis, Veterinary Medicine Teaching and Research Center. All of the area within this 1,660-acre Planning Area expansion is designated on the *land use map* for Agricultural use, and is outside the Urban Reserve Line.



Elk Bayou

f. Transition Areas. As Tulare grows, City decision makers are confronted with an increasing number of requests for general plan land use designation changes in response to changing local conditions and associated changes in land use suitabilities and compatibilities. For example, increases in traffic and associated noise and air quality conditions along various Tulare travel routes may have significantly reduced the desirability and quality of existing residential land uses fronting on these roadway segments (e.g., along certain arterial segments and at certain major intersections). Such changes can induce requests for a change in the current Residential land use designation in order to accommodate less sensitive land uses, such as office and other commercial activities. While the City desires to accommodate such land use transitions where necessary, the City also wants to avoid land use changes which would: (1) substantially add to the adverse conditions which initiated the request for change, and/or (2) create their own significant land use compatibility problems with adjacent land uses.

3. Growth Pattern Goals, Objectives, and Policies

Goals:

Goal 1: Provide general plan land use allocations which reflect reasonable and desirable expectations.

Goal 2: Provide for an overall land use pattern which minimizes the environmental impacts of urban growth and change.

Goal 3: Establish a growth pattern that reduces the reliance of Tulare residents on areas outside of the City for their shopping needs, and that furthers Tulare desires to be a self-sufficient, full-service community.

Goal 4: Provide for a proper interrelationship and balance between various residential, commercial, industrial, civic, institutional, recreational, and open space land uses.

Goal 5: Bring the benefits of residential and commercial growth to more than one area of the City.

Goal 6: Maintain a land use pattern which allows for efficient provision of municipal services.

Goal 7: Maintain a land use pattern which minimizes compatibility problems between adjacent uses, including but not limited to the conflicts between the Tulare Municipal Airport and surrounding land use.

Goal 8: Maintain and enhance the downtown as the City center, principal Tulare identity element, and source of community pride.

Goal 9: Protect the City's primary natural resource, Elk Bayou.

Goal 10: Establish and maintain a cooperative relationship with other local governments (i.e., Tulare County, the City of Visalia) in the review of peripheral land development within or adjacent to the City's Planning Area.

Growth Pattern Objectives:

- (a) Direct future residential development to areas convenient to existing and designated future community commercial areas in Tulare in order to further City desires to be a self-sufficient, full-service city.
- (b) Provide for local community shopping development at locations which are convenient to local residents and will further Tulare's desire to be a self-sufficient, full-service city.
- (c) Guide the pattern of residential and commercial growth in the northeast subarea in a manner which reduces future reliance of Tulare residences on shopping areas outside Tulare.
- (d) Avoid the development of strip commercial development along Mooney Boulevard north of Cartmill Avenue.
- (e) Establish a cooperative policy with Tulare County regarding future land use along Mooney Boulevard corridor segment within the Tulare Planning Area.
- (f) Encourage a land use pattern which tends to minimize related environmental impacts.
- (g) Advocate a cooperative "urban centers" policy with Tulare County which would serve to avoid county urban development decisions for lands within the City's Planning Area without consultation with and affirmation by the City of Tulare.
- (h) Foster a geographically balanced and generally concentric citywide growth pattern by encouraging sequential, contiguous growth.
- (i) Avoid designation of residential, commercial, industrial, or other future land use inventories which exceed reasonable expectations through the year 2005.

-
- (j) *Maintain sufficient developable land within the Planning Area to avoid inflated land prices.*
- (k) *Encourage contiguous and infill growth patterns rather than non-contiguous or "leap frog" urban growth.*
- (l) *Establish and periodically reconsider an Urban Reserve Line designating those possible future urban areas which should be withheld from annexation and development over the horizon of this Land Use Element.*
- (m) *Maintain land use designations in locations and quantities such that growth is directed to the areas desired by the City.*
- (n) *Provide adequate public services to all planning subareas.*
- (o) *Accommodate land use transitions through designation to a more compatible general plan land use classification in those special situations where changes in local environmental conditions, such as a substantial increase in traffic and related noise levels, have:*
(1) rendered the current land use designation incompatible with existing conditions (e.g., inconsistent with current noise/land use compatibility standards), and/or (2) significantly reduced the quality and inhibited the viability of the existing land use.
-

Growth Pattern Policies:

Policy 1. Development shall be approved only when adequate municipal services are available or can be efficiently provided.

Policy 2. No development or annexation shall be approved within that portion of the Planning Area outside the designated Urban Reserve Line.

Policy 3. The City shall require that adequate buffers be provided between potentially conflicting land uses in such forms as spatial separations, transitions in density, and other types of land use transition.

Policy 4. All land use compatibility restrictions set forth in Chapter 21 of the Tulare Zoning Ordinance, Airport Hazards Zoning Regulations, shall be strictly enforced.

Policy 5. All development proposed within the open space buffer surrounding the Elk Bayou shall be vigorously scrutinized for potential environmental impacts.

Policy 6. Mature Valley Oaks located within the southeast Planning Area shall be preserved to the extent possible.

Policy 7. In order to maintain the rural environment surrounding the University of California, Davis, Veterinary Medicine Teaching and Research Center, the City shall not support any urban development south of Elk Bayou and east of the existing Urban Reserve Line.

Policy 8. The City shall continue to rigorously enforce the environmental impact assessment requirements set forth in the California Environmental Quality Act (CEQA).

Policy 9. Requests for land use changes in "transitional" areas shall be carefully considered according to the criteria in the discussion "Transitional Areas" in Section II.A.2.f of this *Land Use Element*.



B. RESIDENTIAL

1. Setting

a. Existing Development Pattern. The existing pattern of residential development in Tulare is illustrated on Figures 3 and 5. Residential land uses are located throughout the City with the largest concentrations in the western, central, eastern and northern planning subareas.

The western and central subareas contain older, more established neighborhoods; the eastern and northern subareas contain a larger percentage of new subdivisions. Residential land uses are also located in the southeastern and northeastern subareas of town and in small outlying neighborhoods in all subareas. A summary of recent Tulare housing stock characteristics and trends in comparison with Visalia and the county as a whole is shown on Table 4.

b. Future Land Requirements. The Tulare population had been growing at an average annual rate of approximately 4 percent between 1980 and 1992. However, the annual growth rate was substantially higher over the last four years of this period; i.e., in 1988-89 (a 5.8 percent population increase), 1989-1990 (a 12.1 percent increase), 1990-1991 (a 5.7 percent increase), and 1991-1992 (a 7.1 percent increase). (A substantial portion of these higher growth increments was attributable to annexations of existing development.) Conservatively, assuming a three to five percent future annual population growth rate,

Table 4
TULARE HOUSING STOCK CHARACTERISTICS AND TRENDS

Total Housing Stock (1960-1990)

	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
Tulare	4,623	5,466	8,196	11,316
Visalia	5,578	9,519	19,487	27,154
Tulare County	22,883	61,904	88,744	105,013

Housing Stock by Type (1980-1990)

	<u>1980</u>			<u>1990</u>		
	<u>Single-Family</u>	<u>Mobile Home</u>	<u>Multi-Family</u>	<u>Single-Family</u>	<u>Mobile Home</u>	<u>Multi-Family</u>
Tulare	6,605	327	1,295	8,531	482	2,303
Visalia	14,063	993	3,431	19,146	1,497	6,511
Tulare County	68,094	5,962	14,685	78,666	10,245	16,102

Housing Stock--Type of Occupancy (Owner vs. Renter)

	<u>1970</u>		<u>1980</u>		<u>1990</u>	
	<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Owner Occupied</u>	<u>Renter Occupied</u>
Tulare	3,130	2,082	4,735	3,039	6,186	4,673
Visalia	5,514	3,566	11,190	7,000	15,800	10,311
Tulare County	34,855	21,635	51,121	29,525	58,775	39,086

Housing Stock Vacancy Rate Trends (1970-1980)

	<u>1970</u>	<u>1980</u>	<u>1990</u>
Tulare	4.9%	5.0%	4.0%
Visalia	4.6%	6.6%	3.8%
Tulare County	8.4%	6.8%	6.8%

SOURCE: U.S. Census 1960, 1970, 1980; California Department of Finance.

Tulare can anticipate a year 2005 population of between 50,000 and 63,000.¹ Assuming three persons per household (the 1992 figure), this population increase would require roughly 9,400 additional housing units, or approximately 725 units per average year between 1992 and the year 2005.

Assuming an average residential density of 5.7 units per acre (the current citywide figure) and a breakdown between single-family and multi-family similar to current conditions (approximately 75:25), the City can anticipate a total demand for up to approximately 1,665 additional gross acres of residential land by the year 2005 inside the City limits. If substantial development of more upper-end, larger homes occurs, then the average lot size per home would be larger and the total land needs range would increase accordingly.

c. Locational Factors. Recent residential development has occurred in the south, southwest, southeast, north, and northeast sections of the City. The most recent residential development trend appears to be towards the north and northeast. The largest pending residential development, the Lagomarsino proposal (which could contain up to 1,638 residential units), is located in the northeast subarea.

While there is substantial available vacant land in all planning subareas, the City's vacant residential land inventory is located primarily in the northeast and west sections of town.

2. Residential Planning Agenda

Projected population growth through 2005 could be expected to occupy up to approximately 2,000 acres of additional residential land in the Tulare Planning Area, assuming little change in current average residential density. The City is interested in maintaining an adequate inventory of affordable housing while also providing for a broader housing market range.

The range of housing types in Tulare should continue to emphasize single-family detached housing at suburban densities. The range should also continue to include ample higher density, multi-family residential designations to ensure an adequate inventory of rental housing and housing for special needs, including the elderly. Higher density housing should be located near commercial services and public transportation.

The range of housing types provided within the community should also include increased emphasis on "upper end" housing to better accommodate the local "executive housing"

¹Population growth in the City over the 1988-92 period was due in part to annexation of existing urbanized areas and population. Such annexations have artificially inflated the percentage of population increase over that period. Therefore, the population growth range estimated herein for the future planning period through 2005 reflects an average annual growth rate of 3.0 to 4.5 percent rather than the 5.7 to 12.1 percent annual increases recorded in the recent peak growth years.

market. The City is also interested in increasing the emphasis on high quality design in existing and developing residential neighborhoods in order to strengthen the sense of community and improve the overall image of the City.

Approximately 5,800 acres within the 20,320-acre Planning Area have been designated on the new **land use map** for residential use, of which approximately 3,950 acres were located within the city limits in 1991. This designated residential land inventory was approximately 38 percent developed in 1991, with approximately 3,600 acres remaining vacant.

Approximately 2,300 acres of that undeveloped residential land in the Planning Area are located within the City's designated Urban Reserve Line, or approximately 140 percent of the 1,650-acre anticipated need by 2005. Most of the undeveloped residential land is located in the west and northeast subareas. The undeveloped land in the northeast subarea is primarily located in the Lagomarsino property.

3. Residential Goals, Objectives, and Policies

Goals:

Goal 1: Create and maintain a diverse housing stock adequate to meet the needs of all existing and future Tulare residents.

Goal 2: Continue to provide for single-family detached housing at suburban densities (less than six units per acre) as the primary housing type in Tulare.

Goal 3: Encourage an overall emphasis on design quality for existing and new residential neighborhoods.

Residential Objectives:

(a) Continue to place primary emphasis on provisions for single-family detached housing at suburban and rural densities.

(b) Encourage the development of more "upper end" housing to better accommodate the local market for "executive housing."

(c) Encourage the continuation of affordable housing development.

(d) Provide sufficient higher density, multi-family residential designations to ensure an adequate inventory of rental housing and housing for special needs. Multi-family housing may offer a variety of features desired by Tulare residents including: (1) smaller, more

affordable housing opportunities, (2) shared amenities such as swimming pools, fitness centers, recreation centers, etc., and/or (3) alternative living arrangements including congregate care facilities.

(e) Locate higher density housing types near commercial services, principal arterial routes, and public transportation.

(f) Locate higher density housing types within and around the downtown area.

(g) Encourage the development and maintenance of housing to meet the needs of senior citizens, with emphasis on central locations near support facilities (commercial and medical services, public transit, etc.).

(h) Consistently encourage a high level of design quality for all new residential development in order to create a pleasant living environment, a source of community pride, and an improved overall City image.

(i) Protect existing neighborhoods from intrusion by incompatible land uses and excessive traffic.

(j) Encourage the rehabilitation of existing substandard residential housing.

(k) Facilitate the planting of street trees in those neighborhoods where they do not currently exist.

(l) Encourage the preservation of historic residences and neighborhoods wherever appropriate.

Residential Policies:

Policy 1: The City shall continue to place primary emphasis on accommodating single-family detached residential development at suburban densities, with appropriate transitions to rural densities at the Planning Area periphery.

Policy 2: The City shall encourage housing developments with locational characteristics, lot configurations, landscaping, and other development standards which exceed normal city requirements, in order to distinguish the new neighborhood and appeal to the higher end, "executive housing" market.

Policy 3: The City shall encourage the creation of neighborhoods which have distinct individual identities based on incorporation of high quality individual residential designs and increased emphasis on common design elements (comfortable street scales, street tree canopies,

designed entrances, common landscaping, custom street lighting and signage design, common open spaces, etc.).

Policy 4: The City shall discourage residential design approaches within subdivisions which create monotonous or non-aesthetically pleasing neighborhoods (e.g., excessive repetition in house form, setback, and building height; repetitive driveway configurations; prominence of garage doors; etc.).

Policy 5: The City shall encourage the inclusion of elements in residential design which stimulate neighborhood interaction, (e.g., inclusion of front porches in home design, limitations on front yard fenced areas, etc.).

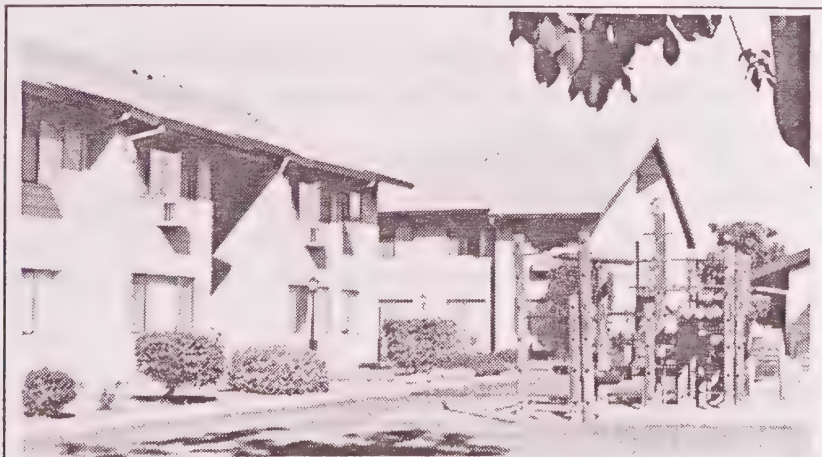
Policy 6: The City shall continue to encourage the production of housing affordable to families with low and moderate incomes through the private housing market and through public assistance programs.

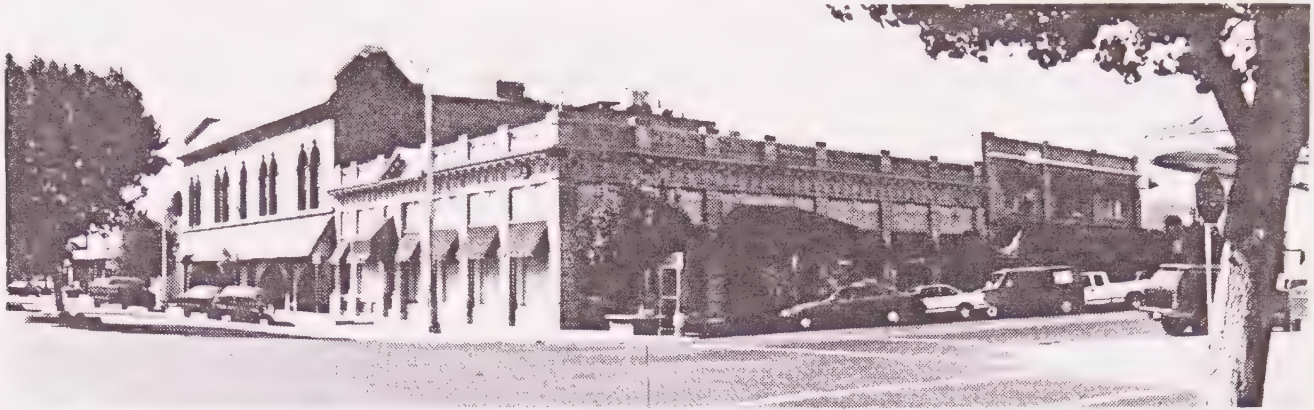
Policy 7: The City shall encourage the production of "second dwelling units" (a.k.a. granny flats, inlaw units) as allowed in the zoning ordinance for the creation of affordable rental housing in residential zoning districts.

Policy 8: The City shall encourage the development of senior housing near retail and commercial services in or near the downtown and near public transportation and other support services.

Policy 9: Multi-family housing shall be strategically located to serve its occupants and should be well designed with sufficient outdoor open space area. Multi-family housing should not be approved on "marginal" pieces of property, i.e., with inappropriate sizes, shapes, or locations.

Policy 10: The City shall require the abatement of significant noise intrusion into existing and proposed new residential developments from the freeway, major arterials, the railroad, and other significant noise sources.





C. COMMERCIAL

1. Setting

a. Typical Commercial Development Types. In most communities, commercial development occurs in concentrations which can include a traditional downtown configuration located in the center of the city, as well as the more contemporary outlying commercial shopping center configuration.

Downtown. The typical American downtown is a commercial, cultural, and civic precinct which has evolved from the traditional "central business district" concept. Such central districts were originally formed based on locational advantages and have historically contained virtually every aspect of community economic and social life (e.g., the CBD was traditionally the terminus of transportation lines, the site of major industries, the hub of commercial and professional activity, and the location for governmental activity). With the growth and evolution of communities, many of their downtowns are no longer as centrally located or are no longer the primary commercial area. However, most downtowns have maintained their varying roles as civic, cultural, office, retail, service, and/or entertainment centers.

Outlying Commercial Centers. Significant commercial developments outside of the downtown area now generally take the form of a conveniently located, outlying shopping center. These centers are usually architecturally unified commercial establishments built on a site that is planned, developed, owned, and managed as one operating unit. Such outlying commercial shopping centers can generally be divided into three types: neighborhood-serving, community-serving, and region-serving.

The **neighborhood center** is a local retail facility serving the convenience shopping needs of one subarea of the community and generally contains 30,000 to 100,000 square feet of

leasable floor area on 3 to 5 acres. Neighborhood centers generally have a supermarket as the leading tenant and require a support population of 3,000 to 40,000 people.

A **community center** is a larger facility serving community-wide "comparison" shopping needs. A typical community center contains from 100,000 to 300,000 square feet of leasable floor area on 10 to 30 acres. Its leading tenant is usually a junior department store, or a large variety, discount or department store. A typical community center usually requires a support population of 40,000 to 150,000 people.

A **regional shopping center** serves the comparison and specialty shopping needs of the region. Regional centers typically contain 500,000 or more square feet of retail floor space on 50 or more acres. Such centers usually contain at least one full-line department store, and require a support population of 150,000 or more.

Two additional types of commercial retail activity which do not fit neatly into the three major categories described above are the local convenience center and strip development. The **convenience center** is typified by a quick stop convenience store, the modern day replacement of the "mom-and-pop" grocery store. **Strip development** is typically characterized by a mixed string of independent, commercial developments along a major roadway with no anchor tenant or central management.

b. Existing Commercial Development Pattern. As shown on Figure 5, existing commercial development in Tulare is concentrated primarily in the downtown area, in newer community and neighborhood centers in the northeast along East Prosperity Avenue near Highway 99, in the east along East Tulare Avenue, in the west along West Inyo Avenue, and in the northwest along J Street. In 1992, over 560 acres of commercially designated land in the Planning Area had been developed, although some of that land contained non-conforming residential uses.

The six principal Tulare commercial concentrations are described below.

(1) The **Downtown** is the community's traditional central business district, retail hub, and civic center. The downtown serves as a community shopping area, but has experienced a decline in commercial activity in recent years as more convenient, outlying community commercial development has occurred. The downtown maintains its role as the civic center of the city and acts as a specialty retail, service, and professional office center.

(2) The **northeast shopping centers** are a cluster of general retail, service and convenience commercial outlets located at the intersection of State Highway 99 and East Prosperity Avenue. The complex is comprised of three separately-owned shopping centers: the Tulare Town and Country Center, a value-oriented center, the Monte Vista Center, which features neighborhood-serving stores, and the new K-Mart shopping center. This

expanding concentration of commercial activity functions as a neighborhood-serving and increasingly, as a community-serving retail center.

(3) **West Inyo Avenue** contains a mix of strip retail, service and convenience commercial uses extending west from the downtown to West Avenue. The complex serves as a neighborhood shopping center for the western sections of the community.

(4) **East Tulare Avenue** is a ten-block strip of commercial development extending easterly from Highway 99 to Mooney Boulevard which contains convenience outlets, service commercial uses, specialty retail outlets, office/institutional uses, new and used automobile sales outlets, auto painting and detailing, and some light industrial uses.

(5) The **West Cross/J Street** complex, Heritage Place, is a commercial center which includes the new site of the California Department of Motor Vehicles, plus a major grocery supermarket, one drug store, and several fast food outlets. This complex serves as a neighborhood commercial center for the central area.

c. Local Retail Outlet Trends. In 1990, the City of Tulare contained 28 percent more retail outlets than it contained in 1980.¹ Over the same 1980-1990 period, the City of Visalia increased its total retail outlets by 45 percent. The City of Porterville and the county as a whole also increased their total retail outlets by 38 and 32 percent, respectively. This comparatively low increase in Tulare retail activity, despite a 47 percent increase in Tulare population and a steady increase in neighborhood center development activity, indicated two undesirable trends: (1) a decline in downtown significance (i.e., an increasing number of vacancies and closures of anchor retail stores), and (2) an overall increase in sales "leakage" out of the City (i.e., slower growth in retail sales compared to population growth). Much of the sales "leakage" is assumed to have been captured by Visalia, which has been increasing its role as the region's major commercial center.

d. Taxable Sales Trends in Tulare. During the 1980-1990 period, annual taxable retail sales rose within the City of Tulare from \$152.4 million in 1980 to \$266.8 million in 1990,² an increase of approximately 75 percent. This occurred during the same period when Visalia had a 103 percent increase in annual taxable retail sales, Porterville had a 78 percent increase, and the county as a whole had an 82 percent increase. This comparatively low growth in Tulare indicates substantial leakage in retail sales to areas

¹California State Board of Equalization, 1992.

²California State Board of Equalization.

outside the City. On the other hand, substantial recent increases in community-serving commercial development in Tulare since 1990 indicate a potential reversal of this trend.

e. Commercial Land Absorption Trends in Tulare. Despite the decreasing number of total retail outlets and the slight 1980-1988 decline in annual taxable retail sales, the City has increased its acreage of developed commercial land since 1980 by a total of 109 acres, or an average of 12 acres per year. This development trend indicates that non-retail types of commercial activity such as office and personal services are continuing to grow in Tulare.

f. Future Neighborhood and Community Commercial Land Requirements. If the City's 1980-1990 commercial land absorption rate continues, at least 150 acres of additional neighborhood and community serving commercial land would be developed in Tulare by the year 2005. If the most recent 1988-1992 increase in the rate of community retail development in Tulare continues, keeping pace with anticipated residential development, the total need by the year 2005 for additional commercial land may be substantially greater than 150 acres as the City recaptures much of the annual retail sales activity that was formerly lost to other cities. The amount of this increase will depend upon the outcome of Tulare efforts to attract sensitively designed and well-merchandised retail businesses to convenient and compatible locations within the City.

Anticipated Tulare population growth could require from one to seven new neighborhood shopping centers in the Planning Area by the year 2005. New population, in conjunction with the recapturing of current retail sales now lost to other cities, may also support an additional community shopping center, and in conjunction with other regional growth and traffic on Highway 99, could contribute to the demand for a regional commercial center. The demand for a regional shopping center is discussed further below.

g. Regional Commercial Needs. The concept of a new regional mall in Tulare County has been heavily discussed since the early 1980's. The 1991 Visalia General Plan Land Use Element includes a new policy to expand the City's regional commercial activity at several locations, including Mooney Boulevard south of Packwood Creek. This Mooney Boulevard location has been designated as a regional center reserve area; i.e., an area to be developed as a regional center in the future after the year 2000.

Development of a viable new regional shopping center generally requires a population of over 150,000 people within a distance of 10 to 20 miles. Market studies conducted in the region¹ suggest that there was sufficient existing demand in 1990 to support the development of a new regional shopping center in the Visalia-Tulare area. The following

¹These studies are described in more detail in the Tulare General Plan Update Preliminary Planning Report, July 1990, which is available for public review at the City of Tulare Planning and Building Department.

factors indicate that the Tulare Planning Area may represent a viable location for such a new regional shopping complex:

- *Demand:* Anticipated cumulative growth in Tulare, Porterville, Woodville, Lindsey, Goshen, Corcoran, and Pixley, plus those areas of Visalia which may find it increasingly more convenient to reach a more accessible Tulare location (e.g., via Highway 99 or the Demaree/Hillman corridor) than the Mooney Boulevard/Packwood Creek area, may support development of an additional commercial regional center in Tulare, regardless of the outcome of the Mooney Boulevard/Packwood site.
- *Access:* Good, convenient regional access is perhaps the most essential component of a successful regional shopping facility. Highway 99 is the principal regional access facility in the south central San Joaquin Valley. The Tulare Planning Area includes excellent Highway 99 access.
- *Visual Prominence:* Good visual exposure is another important site selection factor. Good visibility improves center accessibility. A Highway 99 location in the Tulare Planning Area would have a high level of visual exposure to regional traffic flows.
- *Site Size and Expansion Potentials:* Smaller regional shopping center sites with one "major" full-line department store anchor (400,000 to 500,000 square feet of retail floor space) and/or a cluster of "factory outlet" stores, typically range up to 60 acres in size. A larger regional shopping center with three or more anchor stores (600,000 to 1.5 million square feet of retail floor space) can typically require up to 100 acres. Site possibilities in Tulare along Highway 99 appear to provide adequate, unconstrained, vacant land for construction of a readily expandable regional shopping facility.



Potential regional shopping center site at the northeast quadrant of the Highway 99/Cartmill Avenue interchange.

In addition to the basic locational considerations listed above, the availability of attractive merchandise is also a key factor in the success of a regional shopping facility. A future

regional center on a Tulare site would have to attract a superlative merchandising array in order to achieve an impregnable economic position in terms of existing and future competition from retail shopping in Visalia.

2. Commercial Planning Agenda

a. General Intent. The commercial development policies and land use allocations set forth in this *Land Use Element* have been designed to provide adequate and convenient retail shopping and commercial service opportunities to the residents of Tulare, to facilitate the transition of the downtown from a predominantly retail center to a service, specialty retail, civic, and cultural precinct, and to recapture much of the annual sales tax revenues which in the recent past have been lost to other cities. This commercial planning agenda is furthered in this *Land Use Element* through the establishment of more specialization in commercial land use designation, and the adoption of related **land use map** provisions which serve to direct the various desired commercial development types to the most appropriate locations.

b. Five Commercial Designations. Tulare commercial land use provisions have been divided on the **land use map** into the more specialized designations of General Commercial, Regional Commercial, Community Commercial, Neighborhood Commercial, and Office/Business Park in order to improve City provisions for the differing specific needs of the various contemporary commercial development types (region-serving retail, community-serving retail, neighborhood convenience retail; office, research and development, etc.).

c. Downtown Precinct. In addition to these five commercial designations, the city's downtown area has been more specifically identified on the **land use map** as a "Downtown Precinct" to distinguish it from other commercial areas in Tulare. This Downtown Precinct designation is intended to facilitate a complementary combination of commercial, institutional, parks and recreation, and residential land uses which serves to promote development and improvement activities, and to further the role of the downtown as both a commercial center and a cultural, entertainment and civic center.

d. Other Commercial Locations. The *Land Use Element* also seeks to provide an appropriate inventory of commercial land in the most appropriate locations in terms of access and surrounding land use, and in sufficient quantities to maintain competitive land prices. This commercial planning agenda has resulted in a substantial change from the City's previous general plan commercial land use designations which indicated that the bulk of future additional commercial development of all types would occur along Mooney Boulevard.

The **land use map** encourages commercial development in a variety of areas. The General Commercial designation is applied primarily in the Downtown Precinct and at

locations along West Inyo Avenue, East Tulare Avenue, and the West Cross/J Street area in order to reflect existing development characteristics and to accommodate a continuation and intensification of a diverse range of central area commercial activity. The map designates an optimum site for future Regional Commercial development at the northeast quadrant of the Highway 99/Cartmill Avenue interchange. This location would provide the adequate regional access, visibility, and land area necessary for an expandable regional shopping center and/or outlet mall, would eventually be served by the City's planned sewer trunk line expansions, and could be effectively insulated from surrounding land uses. The **land use map** directs Community Commercial development to optimum, concentric locations around the community at the convergence of major arterials and with convenient freeway access. The map also schematically indicates Neighborhood Commercial at locations within convenient walking distance of existing and future residential neighborhoods.

3. Commercial Goals, Objectives and Policies

Goals:

Goal 1: Provide adequate community and neighborhood shopping opportunities within the City to meet the needs of it's residents.

Goal 2: Designate a supply of commercially designated land which is based on realistic expectations of potential commercial growth.

Goal 3: Encourage the development of Tulare into a "full service" city.

Goal 4: Reserve appropriate locations for specific anticipated commercial needs.

Goal 5: Maintain and enhance the downtown as the city center, principal Tulare identity element, and source of community pride.

Goal 6: Maintain and enhance the downtown as a viable business, service commercial, specialty retail, office, cultural, and civic center for the City.

Goal 7: Provide and plan for a future regional retail center within the Tulare Planning Area.

Commercial Objectives:

(a) Maintain and improve the City's retail and service commercial tax base.

-
- (b) Encourage commercial development which provides for needed commercial opportunities and services currently not available in Tulare.*
 - (c) Reserve appropriate locations for community-serving and appropriate locations for neighborhood-serving commercial development.*
 - (d) Reserve appropriate portions of the City's vacant commercial acreage inventory to best meet the special site requirements of those specific types of commercial development which have been identified by the City as viable and desirable (office, community-serving retail centers, highway serving commercial, a regional retail center, etc.).*
 - (e) Encourage an overall emphasis on design quality for all new Neighborhood Commercial, Community Commercial, Office/Business Park, and Regional Commercial land use designations.*
 - (f) Designate and recognize the downtown area as a special Downtown Precinct with a unique role in the community for the purpose of encouraging appropriate land uses and activities in the area.*
 - (g) Encourage development of offices in the Downtown Precinct to intensify land uses, to encourage adaptive re-use of existing structures, and to bring people into the area.*
 - (h) Encourage an overall emphasis on design quality for all new development in the Downtown Precinct in order to maintain an attractive and pleasant downtown environment.*
 - (i) Design and construct common improvements to the Downtown Precinct to make it a visually distinct and pleasant place which projects a positive image of the City and attracts residents and visitors to the downtown area.*
 - (j) Provide for the development of mutually-supportive downtown land uses.*
 - (k) Encourage the development in the Downtown Precinct of recreational and cultural facilities, restaurants, and higher density residential projects to provide increased daytime and nighttime activity in the area.*
 - (l) Avoid the proliferation of strip commercial development, particularly along Mooney Boulevard north of Prosperity Avenue, along Prosperity Avenue east of Hillman Avenue, along Hillman Avenue north of Cartmill Avenue, along Tulare Avenue east of Mooney Boulevard, and along Tulare Avenue west of West Street.*
 - (m) Reserve an adequate site at the east side of the Highway 99/Cartmill Avenue interchange as an optimum location for future development of a regional commercial center.*
-

Commercial Policies:

Policy 1: For those sites specifically designated for either Community Commercial, or Regional Commercial land uses, no development shall be approved which would preclude or eliminate future opportunities to develop these specific land uses.

Policy 2: Development proposed for the following commercial land use designations shall continue to be subject to City Design Review procedures: Neighborhood Commercial, Community Commercial, and Regional Commercial.

Policy 3: Development proposed within the designated Downtown Precinct shall continue to be subject to City Design Review procedures.

Policy 4: Encourage increased professional and administrative office development in the downtown to complement shopping and commercial service activities.

Policy 5: Encourage the concentration of pedestrian-dependent commercial uses in the central core of the downtown (general merchandise, comparative shopping, specialty goods, restaurants, outdoor eating establishments, etc.).

Policy 6: Direct development of "special trip" commercial uses to the periphery of the downtown (home furnishings and appliances, auto supplies, home improvement, motels, cleaners, farm equipment, etc.). This policy would make these land uses easily accessible by automobile, reserving the central downtown area for those uses which can benefit from good pedestrian access and concentrated pedestrian activity.

Policy 7: Encourage the development of office uses and higher density residential uses on the edge of downtown.

Policy 8: Facilitate provision of the necessary municipal services to accommodate a future regional center.



D. OFFICE/BUSINESS PARK

1. Setting

As an agricultural center, Tulare has attracted a substantial industrial development base, including food processing and distribution. With the projected development of a more diverse residential, commercial, and industrial land use pattern through the year 2005, the City also anticipates an increased interest in administrative, professional, finance, insurance, real estate, and corporate activity expansion in Tulare, and a corresponding increase in demands for office and business park development. Prior to the adoption of this *Land Use Element*, the City had no specific office or business park general plan designation. Past office development has been generally located in commercial designations in the downtown and in various outlying commercial areas.

Employment in industries which are likely to occupy office/business park development have increased steadily in Tulare County from 1980 to 1990. Finance, insurance, and real estate employment increased by 1,150 jobs (a 53 percent increase) and service employment

increased by 3,950 jobs (a 35 percent increase) between 1980 and 1990.¹ Health, legal, educational, engineering, accounting, research and management, and public relations services are expected to experience continued growth in the county.² Visalia has been the only community in the county to formally pursue this potential growth in office/business park development. The *Land Use Element* update to the Visalia General Plan identifies the treatment of professional/administrative office land and development strategies as one of the most significant issues in the update effort. Visalia has identified a need for an additional 60 acres of professional office space outside their downtown area by 2010. The Visalia *Land Use Element* update has also designated three areas totalling 340 acres for large-scale professional/administrative office development. These locations are anticipated to attract master planned, campus-type, well-landscaped developments with high quality design standards. These designations are intended to attract office/business park users with both a local and a regional base, and indicate an anticipated substantial increase in office/business park development activity in the Visalia-Tulare subregion over the next 10 to 20 years.

2. Office/Business Park Planning Agenda

The added general plan designation and associated policies for Offices/Business Park represents another new level of land use specificity in the Tulare General Plan. The City's interest in attracting well-planned office and business park development is based on desires to provide a wider variety of employment opportunities in the City and to complement community retail and service expansion in the City. Development of new office areas and business parks with good highway and arterial access could be attractive to large office users who may wish to relocate from more urbanized, higher cost real estate markets to an accessible location with expansion potential near available housing. Reservation of suitable sites for office/business park development will strengthen Tulare's position in competing for anticipated increases in office/business park development activity in the Visalia-Tulare subregion through the year 2005.

Office/Business Park Goals:

Goal 1: Encourage a more diversified employment base within the City.

Goal 2: Attract more administrative and office employment to the City.

¹Tulare County Economic Development Corporation, Wagstaff and Associates.

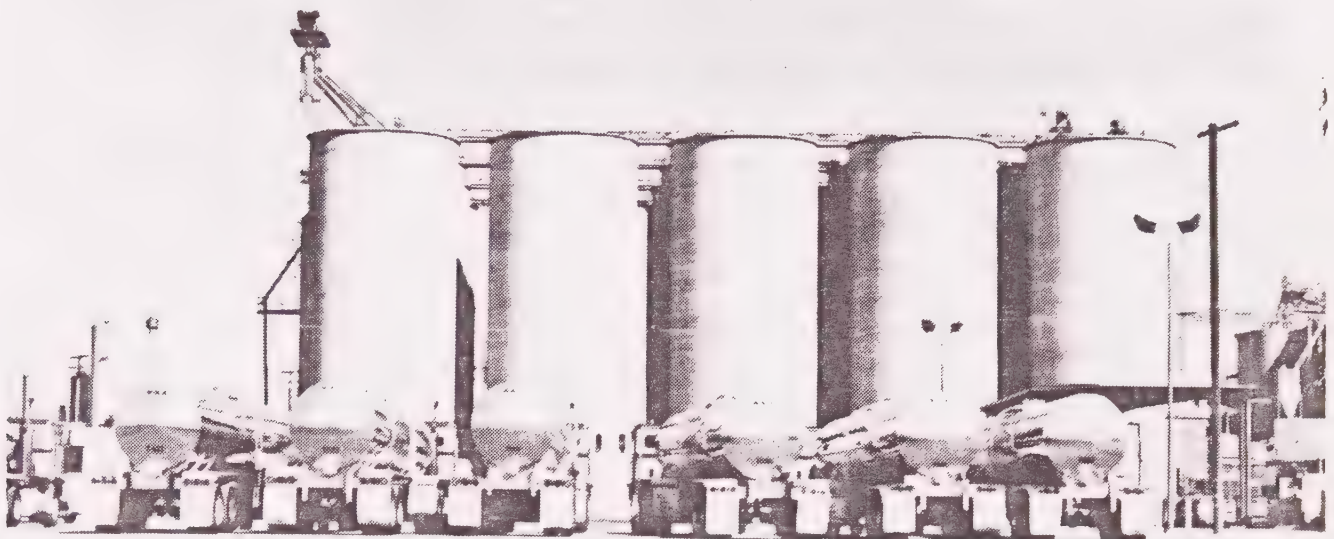
²Annual Planning Information, Tulare County, June 1991, Employment Development Department, State of California, Health and Welfare Agency.

Office/Business Park Objectives:

- (a) Reserve appropriate locations for office/business park development.*
 - (b) Provide for office/business park development in appropriate outlying areas such as at or near the intersections of major arterials, and at or near community shopping concentrations.*
 - (c) Encourage an overall emphasis on design quality within the new Office/Business Park land use designation.*
-

Office/Business Park Policies:

Policy 1. Requests for additional Office/Business Park designations shall be granted if the proposals meet the policies of this general plan.



E. INDUSTRIAL

1. Setting

a. Existing Industrial Development. The completion of the Southern Pacific and Santa Fe railroad lines through Tulare in the late 1800's and early 1900's, respectively, and the subsequent introduction of a subregional system of irrigation ditches and canals, facilitated development of the area as a viable agricultural subregion and strengthened Tulare as the agricultural service, processing, and distribution center for this activity. Improvement of Highway 99 to freeway status in the early 1950's, and the establishment of the Tulare Industrial Park infrastructure in the 1970's, have allowed the City to significantly expand and diversify its economic base from strictly an agricultural service center to a multi-functional economy.

Although the Tulare Industrial Park has no formal boundaries, it is generally considered to include the area located between the Southern Pacific Railroad and Laspina Street and Highway 99, Bardsley Avenue and Avenue 200, which was designated for industrial development in the City's 1978 General Plan Land Use Element. This area is well-served by City water and special sewer, is adjacent to Mefford Field and the Southern Pacific Railroad, and has good access from three freeway interchanges. This area contains

several food processing and other manufacturing operations, as well as wholesale and warehouse businesses.

There is also a smaller industrial development concentration in the northwest sector of the City at the intersection of Cross Avenue and West Street.

b. Industrial Land Absorption Trends. Between 1977 and 1989, the City added 213 acres of industrial development, or an average of approximately 16 acres per year.¹ The most significant recent year for industrial development in Tulare was 1980, when the 36-acre Southern California Edison service center and the 47-acre Gruman-Olsen Facility were constructed.

In 1992, the City's Planning Area contained approximately 1,945 acres of industrial designated land, approximately 800 of which was developed. Most of this land is located in the Tulare Industrial Park area.

c. Anticipated Industrial Land Requirements. If recent annual rates of industrial land absorption continue through 2005, development of approximately 200 acres of additional industrial land can be anticipated in Tulare by 2005. The continued success of the Tulare Industrial Park suggests that this recent rate of industrial land absorption can be expected to increase, possibly doubling the annual rate of absorption of industrial land or approximately 400 acres by 2005.

Future industrial land needs can also be based on employment projections. Tulare County employment in industries which require industrial land (manufacturing, transportation and utilities, and wholesale) would, under current growth rates, be expected to add another approximately 6,284 jobs countywide between now and the year 2005.² The City of Tulare's share of this industrial growth, based on past trends, could be expected to be at least 12 percent; i.e., at least 750 added jobs in the Planning Area.³ Assuming that each new job requires approximately 0.17 acres of industrial development (based on 1990 employment per acre ratios),⁴ an additional approximately 130 acres of industrial land would be required by 2005.⁵

¹City of Tulare Planning and Building Department; Wagstaff and Associates.

²Wagstaff and Associates, 1990.

³Ibid.

⁴Ibid.

⁵Ibid.

There are approximately 840 acres of existing vacant industrial land within the City, and an additional 160 acres in the Planning Area outside of the City limits.

d. Locational Considerations. The majority of recent industrial development has been in the Tulare Industrial Park. Future growth is also likely to be attracted to this area, due to its locational advantages and the lack of significant alternative industrially-designated areas in the City.



2. Industrial Goals, Objectives, and Policies

Goals:

Goal 1: Attract industrial land uses which provide a stable, long term, and diverse economic and employment base for City residents.

Goal 2: Continue to maintain and encourage agriculture-related industry in Tulare.

Goal 3: Accommodate industrial land uses in a manner which minimizes impacts on the environment.

Industrial Objectives:

- (a) Maintain an adequate inventory of industrial land attractive to industry with respect to location, access, price, public services, work force, and environmental compatibility.*
 - (b) Reserve industrial designated lands for industrial development purposes, since other lands that have been designated for commercial use are in ample supply.*
 - (c) Require that new industrial development include provisions for adequate initial and ongoing mitigation of related environmental impacts.*
-

Industrial Policies:

Policy 1: The City shall continue to make industrial growth a priority.

Policy 2: The City shall encourage industrial growth which will provide more year-round (non-seasonal) employment.

Policy 3: The City shall continue to facilitate the provision of municipal services to industrially designated areas within the city limits.

Policy 4: The City shall pursue reasonable opportunities and programs designed to stimulate business development, e.g., redevelopment programs, enterprise zones, etc.

Policy 5: The City shall rigorously enforce the existing performance standards for industrial uses set forth in Chapter 9.14 of the City of Tulare Zoning Ordinance.



F. AGRICULTURE

1. Setting

The Tulare Planning Area is underlain by three soil associations which are all described by the U.S. Department of Agriculture Soil Conservation Service as highly suitable for agricultural use. Like many other Central Valley communities, the majority of the Tulare Planning Area, including the existing urbanized portion of the City, as well as the **land use map** designated urban growth areas to the northeast, north, northwest, west, and southwest, are underlain by Class I soil, the association with the fewest limitations for use as cultivated crops, pasture, or range. The primary agricultural products currently produced in the Tulare Planning Area include cotton, walnuts, grapes, and dairy products.

2. Agriculture Planning Agenda

The policies set forth in this *Land Use Element* pertaining to agriculture reflect the City's desire to continue recognizing the region's agricultural activity as the key element of the City's cultural history, and as the driving force behind the City's economy. The City recognizes that new urban development will continue to displace remaining agricultural activities within the designated urban sphere, but seeks to minimize these impacts through the promotion of efficient, compact growth. To accomplish this agenda, areas designated on the **land use map** for rural density housing have been minimized while suburban and urban density housing development is encouraged, and an "Urban Reserve Line" has been created to achieve a more efficient use of land within the City's Planning Area.

3. Agriculture Goals, Objectives, and Policies

Goals:

Goal 1: Protect the viability of existing interim agricultural activity in the Planning Area to the extent possible.

Goal 2: Continue to maintain and encourage agriculture-related business in the City.

Agriculture Objectives:

(a) Establish and periodically reconsider an Urban Reserve Line designating those possible future urban areas which should be withheld from annexation and development over the horizon of this Land Use Element.

Agriculture Policies:

Policy 1. The City shall require that new development provide adequate buffers between existing agriculture and potentially conflicting new urban land uses, in such forms as spatial separations and transitions in density.

Policy 2. To the extent possible, the City shall encourage contiguous and infill development.

Policy 3. No development or annexation shall be approved within that portion of the Tulare Planning Area which lies outside the designated Urban Reserve Line.

Policy 4. The City shall continue to encourage the development of business and services necessary to support agriculture.

Policy 5. The City shall continue to support the annual International Farm Equipment Show within the Planning Area.



G. PARKS AND RECREATION

1. Setting

The location of existing parks and recreation facilities within the City of Tulare urban boundary as of 1991 is mapped on Figure 6. These facilities include 13 City parks (five mini-parks, seven neighborhood parks,¹ and an off-road vehicle park), a regional park maintained by Tulare County, a City-operated community center complex (community center, activity center, and swimming pool), a City-operated senior center, and the county fairgrounds. These existing public facilities are augmented by recreational facilities owned and maintained by the Tulare City School District and the Tulare Joint Union High School District which are available for public use, by a privately-owned public golf course, and by other local, private (commercial) recreational facility and service providers (water slide, bowling alley, etc.).

(a) City Parks. Before 1990, the City of Tulare classified its parks into three categories, *mini-parks*, *neighborhood parks*, and *community parks*. In 1990, the City Parks and Community Services Department (PCSD) adopted a new park classification system and

¹One of the neighborhood parks, Memorial Park, is owned and maintained by the Tulare Veteran's Memorial District.

related development standards. The new system eliminates the *mini-parks* classification, and adds two new classifications: *major urban parks* and *special use facilities*.

It should be noted that the City does not currently assess park fees, but does impose park improvement requirements on new development within the City's urban boundary.

A list of existing City park facilities as of 1990 is provided in Table 5. The list corresponds with the Figure 6 map. The City has a total of 90.15 acres of parkland, plus a 20-acre off-road vehicle park. As indicated by the table, these parklands include 11.45 acres of mini-parks, 78.7 acres of neighborhood parks, no community parks, and one special use facility. Brief descriptions of the individual park types are provided below. PCSD-established development standards for its new park classification system are summarized in Table 6.

Mini-Parks. According to Parks and Community Services Department classifications and criteria, a mini-park is intended to serve a limited neighborhood population, or a particular population group (e.g., small children or senior citizens). It is typically less than five acres in area and serves a 1/4 mile radius area. This type of park typically includes children's play areas, quiet game areas, a few multi-purpose courts, and landscaping. Mini-parks are not included in the City's new (1990) park classification system. However, five existing mini-parks remain which are owned and maintained by the City:

- *Alice Topham Park* is a 1.9-acre facility located on West Tulare Avenue, immediately west of the Southern Pacific Railroad tracks. This park functions primarily as a passive park (i.e., it is not used for football, softball, soccer, or other high-activity uses), and contains picnic tables, park benches, and restroom facilities. The park is distinguished by a dense canopy of trees.
- *Zumwalt Park* is a 3.8-acre central City park located on Tulare Avenue directly across from City Hall. This park also functions primarily as a passive park, has a dense canopy of trees, and contains a bandstand, wading pool, picnic tables, and restroom facilities. The bandstand is only used occasionally, and the wading pool has not been used for many years.
- *Tyler Park* is a .75-acre facility located on E Street just north of the City's westside fire station and the Tulare Public Library. City improvement plans for Tyler Park include the eventual provision of pathways, picnic tables, rose garden, play area, and dense shade canopy.
- *Parkwood Meadows Park* is a 4.5-acre facility located on South E Street at Oakwood Drive. This park can accommodate some active uses and contains a softball backstop, children's play area, picnic tables, and picnic benches. The park is fully landscaped with young shade trees.

- *Community Center Park* is a .5-acre facility located behind the Claude Meitzenheimner Community Center. This park contains the Cecil Berkley Activity Center. The park is landscaped with sod and shade trees. Just west of the park is the Community Center public pool.



Neighborhood Parks. Under current City classifications and criteria, a neighborhood park is intended to serve an entire neighborhood (3,000 to 5,000 people). It is typically five to 15 acres in size and serves a 1/2 mile radius area. In general, these parks are designed to meet the specific needs of each particular City neighborhood. A neighborhood park typically includes children's play areas, shaded areas, multi-purpose courts, open turfed areas, picnic facilities (tables, cooking grills, etc.), group barbecue facilities, sheltered areas, lighting (if warranted), and off-street parking.

In four instances, a combination park-school is used to meet neighborhood park needs. In addition, some neighborhood park sites in Tulare are designed to also serve as interim ponding basins for collection and percolation of storm water runoff.

Table 5
EXISTING CITY PARKLANDS

<u>Park Name and Location (See Figure 6 and Table 6)</u>	<u>Acres</u>
Mini-Parks:	
Alice Topham Park (West Tulare Avenue west of the Southern Pacific Railroad tracks)	1.9
Zumwalt Park (Tulare Avenue across from City Hall)	3.8
Tyler Park (E Street north of the westside fire station and Tulare Public Library)	.75
Parkwood Meadows Park (South E Street at Oakwood Drive)	4.5
Community Center Park (behind the Meitzenheimner Community Center)	.5
<i>Total Mini-Park Acreage</i>	<i>11.45</i>
Neighborhood Parks:	
Centennial Park (H Street north of Pleasant Avenue)	10.0
Blain Park (North M Street at Garfield Avenue)	7.6
Cypress Park (Laspina Street at Cypress Avenue)	13.0
Pleasant Park (West Pleasant Avenue at Milner Street)	13.1
Veteran's Memorial Park (Laspina Street south of the Veteran's Memorial building)	10.0
Lincoln Park (Bardsley and South "R" Street)	10.0
Live Oak Park (Laspina Street at Ben Franklin Avenue)	15.0
Community Parks:	
(No City parks currently qualify as community parks; see Table 6)	0.0
<i>Total Neighborhood and Community Park Acreage</i>	<i>78.7</i>
Special Areas and Facilities:	
Off-road vehicle park	20.00
TOTAL ACREAGE	110.15

SOURCE: Wagstaff and Associates, March 1990; based on data provided by the City of Tulare Parks and Community Services Department.

At present, there are seven existing or dedicated neighborhood parks in the Planning Area, as indicated by Table 5 and Figure 6. Two of these neighborhood parks are owned and maintained by the City, three are combination neighborhood park-schools (partly owned and maintained by the City), one is owned totally by the school district, and one is owned and maintained by the Tulare Veteran's Memorial District. The seven existing or dedicated facilities are described below:

- *Centennial Park* is a 10.0-acre park located on H Street north of Pleasant Avenue, and south of the Little League Ball Park. The park includes a lighted softball diamond with adjoining bleachers, a picnic structure with a group barbecue, picnic tables, play equipment, lighted tennis courts, an open play area, restroom facilities, and a small storage building. The park also has a large parking area north of the recreational facilities, which is shared with the Little League ballpark. There is a moderate amount of onsite landscaping, including some shade trees.
- *Cypress Park* is an 13.0-acre park (combination park-school) located directly behind Cypress School on Laspina Street at Cypress Avenue. The park portion includes a lighted softball complex, children's play areas, horseshoe pits, group picnic shelters with group barbecues, picnic tables, park benches, landscaped passive recreation areas, paved pathways, restroom facilities, and off-street parking. The school portion includes an amphitheater, multi-purpose courts, and an open play area. The park site also serves as a ponding basin for the vicinity.
- *Lincoln School Park* is a neighborhood park/school and ponding basin located at Bardsley and South "R" Street. It contains an open play field, softball backstop, and play equipment.
- *Pleasant Park* is an 13.11-acre park site (combination park-school) located directly behind Pleasant School on West Pleasant Avenue at Milner Street. The park portion is irrigated and landscaped. The passive and active recreation areas (play areas, picnic shelter, sand volleyball courts, parking facilities, picnic tables, ball fields, pathways, etc.) are scheduled to be developed within fiscal year 1990-1991. Planned improvements for this park are described in the Planning Agenda section which follows.
- *Blain Park* is a 7.6-acre dedicated park site located on North M Street at Garfield Avenue, a proposed (unconstructed) street north of Hoover Avenue. This park is not yet developed. Planned improvements at this site are described in the Planning Agenda section which follows.
- In addition to these City neighborhood parks, the Tulare Veteran's Memorial District owns and maintains *Veteran's Memorial Park*. This 10.0-acre park, which functions as a public facility, is located on Laspina Street south of the Veteran's Memorial building. The park includes softball backstops, tennis courts, a

basketball court, children's play areas, a horseshoe pit, a volleyball area, large group picnic shelters with group barbecues, restroom facilities, and off-street parking. The facility includes a moderate amount of onsite landscaping, including some trees and shrubs.

- *Live Oak Park* has been recently decreased in size from 26 to 15 acres, and is now regarded as a neighborhood park per the Recreation and Park Commission's new classification system. This facility is a 15-acre combination neighborhood park-school recreation facility located immediately adjacent to and south of Live Oak Junior High School on Laspina Street at Ben Franklin Avenue. The park portion includes a lighted regulation baseball diamond, a lighted combination baseball-softball diamond, bleachers serving both ball fields, lighted tennis courts, a large group picnic shelter with group barbecues, an 18-station exercise course, picnic tables, landscaped passive recreation areas, paved pathways, restroom facilities, a maintenance building, and off-street parking. The school portion includes meeting facilities, multi-purpose courts, and an open play area. The park site also serves as a ponding basin for the vicinity.

Community Parks. Under current City classifications and standards, a community park is intended to serve the broad-range recreational needs of many neighborhoods. Its desired size range is 20 to 50 acres, and its service area radius is one mile (see Table 6). Such parks are intended to be accessible by automobiles within a one- to two-mile radius via collector streets and local arterials. A community park typically includes children's play areas, large group picnic areas, large sheltered and open turfed areas, lighted multi-purpose courts, lighted athletic fields, tennis courts, multi-purpose meeting facilities, restroom facilities, landscaped passive recreation areas, and off-street parking.

Similar to neighborhood parks, a community park could also be combined with a school site and/or could serve as a ponding basin for collection and percolation of storm runoff.

There are currently no facilities in the City that can be considered community parks under the City's July 1990 criteria.

Major Urban Parks. A major urban park is intended to serve all City residents. Such a facility would be developed primarily to make available special natural resources for recreational use. Major urban park sites are defined primarily for unstructured active and passive activities. Major urban parks should be designed for resource-oriented activities such as boating, swimming and fishing, group picnic, and some playground development. Access should be available from major roads. Such facilities should be available for both day and evening use.

There currently are no major urban parks in Tulare. The county-maintained Elk Bayou Regional Park site is designated on the City's *land use map* herein as a future site for a major urban park.

Special Areas and Facilities. As shown in Table 6, this facilities classification includes parkways, greenways, plazas, historical sites, small parks, and other special use facilities. In 1990, existing facilities under this classification included the Tulare Off-Road Vehicle Park, a 20-acre facility containing a restroom/office, on-site parking, riding trails, and spectator area.

(b) Regional Parks. In 1990, there was one existing regional park in Tulare, the *Elk Bayou Regional Park*, at the south end of the Planning Area on Hosfield Road, south of Mefford Field (see Figure 6). This 54-acre linear park is owned and maintained by Tulare County, and is situated along the Elk Bayou, a natural water course. The bayou, which is part of the Kaweah River system, conveys irrigation water to agricultural fields, as well as storm runoff¹ towards Tulare Lake southwest of Corcoran in Kings County.

Of the 54 acres in this county park, 10 acres are currently developed as passive and active recreation areas, including two softball diamond backstops, a picnic shelter, a children's play area, landscaped passive recreation areas, pathways, and restroom facilities. This regional facility has the potential to be expanded into the remaining undeveloped 44 acres to serve as a major urban park, as described above.

There are no other regional park facilities within the City of Tulare Planning Area. The closest regional park beyond the City's Planning Area is *Mooney Grove Regional Park*, a county facility near Mooney Boulevard at Iona Avenue. This 143-acre park contains the Tulare County Museum and a lake which accommodates a variety of water activities.

(c) Community Center Complex. The City maintains a community center complex located on South Blackstone Street adjacent to and south of the eastside fire station (see Figure 6). The various components of this complex are described below:

- *The Claude Meitzenheimner Community Center* includes meeting and child care facilities (i.e., three meeting rooms and one child care room). In addition, this Community Center building serves as the offices of the City's Parks and Community Services Department and thus, is the information and registration center for City recreation programs and activities.

¹The Elk Bayou and the immediate area along the bayou is within the 100-year flood hazard zone, as discussed in the South Tulare Specific Area Plan (City of Tulare, April 1983).

- *The Cecil Berkley Activity Center* consists of a large activity room, a small office, storage facilities, and restroom facilities. The Activity Center houses many of the City's recreational programs (exercise programs, youth activities, etc.).
- *The Community Center Pool* is a regulation 8-lane pool with a surrounding lawn, dressing rooms, and an office. The pool is used for summer recreational swimming, as well as by the Tulare Joint Union High School District for its physical education classes and competitive swim teams.

(d) Women's Club House. Figure 6 also shows the location of the City-maintained *Women's Club House* located on West Tulare Avenue across from Alice Topham Park. This facility consists of two offices, one large multi-purpose room, a small meeting room, a stage, and a kitchen, and is available for use by private groups.

(e) Senior Community Center. The Tulare Senior Community Center was constructed in 1990. Adjacent to Tyler park, the 11,000 sq. ft. senior community center includes meeting rooms, stage, smaller activity rooms, offices, and a kitchen. Center activities include luncheons, dances, craft programs, movies, and card games for Tulare residents 55 and older.

(f) County Fairgrounds. The *Tulare County Fairgrounds*, located on South K Street between Alpine Avenue and Bardsley Avenue (see Figure 6), houses the Tulare County Fair each September. The state-owned fairgrounds complex includes a grandstand, associated show-grounds (multi-purpose fields), stables, exhibit buildings, and concession facilities. Events and activities at the fairgrounds complex are hosted by the county and by private groups. In addition to the annual late summer county fair, the fairgrounds complex hosts various exhibits and open air activities (e.g., horse and livestock shows, swap meets, car shows, antique shows, etc.).

(g) School District Recreational Facilities. The two local area school districts, the *Tulare City School District* (TCSD) and the *Tulare Joint Union High School District* (High School District), also provide publicly available recreation space and facilities. These facilities are also indicated on Figure 6.

The TCSD operates 11 elementary and junior high schools. As described above under City Parks, four of the TCSD schools--Lincoln Park at the corner of Bardsley and South R Street, Cypress School on Laspina Street at Cypress Avenue, Pleasant School on West Pleasant Avenue at Milner Street, and Live Oak Junior High School on Laspina Street at Ben Franklin Avenue--are combination park-school facilities. In addition, the TCSD provides open play areas, play equipment, and multi-purpose courts for public use at its other Tulare schools.

The High School District provides for general public use of portions of its two high school campuses (open play areas, multi-purpose courts, etc.). Also, under an agreement with the City's Parks and Community Services Department, the swimming pool at Tulare Western High School is available for public use during the summer.¹

(h) Private Recreation Providers. Private non-profit and commercial recreation providers who operate within the Tulare Planning Area include the International Agri-Center, the Tulare Veteran's Memorial District, the Tulare Youth Baseball Association, the Tulare Golf Course, the Tulare Water Slide, and various smaller, private recreational facilities and service providers. Facilities and services currently offered by these private providers are described below:

- The International Agri-Center is a non-profit corporation which promotes and coordinates agricultural development worldwide. The Agri-Center hosts the *California Farm Equipment Show* each February on its 200-acre property along Laspina Street immediately north of the Tulare Golf Course. In addition to the annual Farm Equipment Show, the Agri-Center facility accommodates other trade shows, agricultural expositions, conferences and seminars, and other agricultural-related activities.
- The Tulare Veterans Memorial District operates the *Veterans Memorial* building on East Tulare Avenue near Laspina Street. The Veterans Memorial has a seating capacity of 1,800 persons and hosts the Miss Tulare Pageant each November. The building is rented out for a variety of events in addition to the annual fall beauty pageant, including dances, indoor sports events, dinners, and group meetings.
- The Tulare Baseball Association operates the *Little League* ball field on H Street north of Pleasant Avenue, and north of Centennial Park.
- The *Tulare Golf Course* is located at the south end of the Planning Area, on Laspina Street east of Mefford Field, north of the Elk Bayou Regional Park. This privately-owned golf course is available for public use on a fee basis, and includes a regulation 18-hole course and clubhouse-restaurant facility.
- Tulare also includes a number of *smaller, private recreational facility and service providers*, including a health and fitness club, a racquetball and fitness club, a dance studio, and a waterslide-batting range facility. These recreational facilities are available to the public on a fee basis.

2. Parks and Recreation Planning Agenda

The parks and recreation goals, objectives, policies, and **land use map** designations set forth in this *Land Use Element* are based on planning efforts, park classifications, and

¹Kevin Baker, personal communication.

associated standards developed by the City's Parks and Community Services Department (PCSD). The policies and **land use map** designations also reflect community desires as expressed in public meetings conducted during the course of this *Land Use and Circulation Element* update.

a. New Classifications and Standards. The new park classifications and standards adopted by the Parks and Community Services Department in 1990 are shown in Table 6. The City's desire to encourage larger park facilities led to the elimination of the mini-park classification and the addition of the *major urban park* classification. In addition, the need for specialized recreation uses and other open space areas led to the creation of the new *special areas and facilities* classification. All existing mini-parks now fall into the *special areas and facilities* classification.

b. Existing Facilities Relationship to City Standards. In 1992 there were approximately 36,512 people in the Tulare Planning Area and 78.7 acres of neighborhood and community parklands, as listed earlier in Table 5, for a ratio of 2.2 acres of neighborhood and community parks per 1,000 people. The parkland standards adopted by the PCSD in July of 1990 call for four acres of neighborhood and community parklands per 1,000 people. Based on this City parkland standard, approximately 66 acres of additional *neighborhood* and *community* parks were needed in 1992 to serve the City's existing population. In addition, based on anticipated future population growth, the **land use map** in this *Land Use Element* shows potential future locations for five additional community parks and ten neighborhood parks, in order to meet the combined needs of the existing population plus anticipated population growth through 2005. The creation of a community park is a particular City priority, since no such facility currently exists.

Additionally, the revised City parkland standards call for one acre of *major urban parkland* per 1,000 people. There are approximately ten acres of developed parkland existing at the 54-acre Elk Bayou Regional Park site which could be classified as *major urban parkland*. This represents an existing ratio of 0.3 acres of *major urban parkland* per 1,000 people. Based on the communitywide parkland standard for *major urban parks*, approximately 26.5 additional acres of additional developed parkland is required to adequately serve the existing Tulare population in 1992. In light of this identified existing need, an additional *major urban park* has been designated on the **land use map** within the boundary of the 54-acre Elk Bayou Regional Park to encourage expansion of the developed portion of this county facility.

The revised standards adopted by the PCSD in 1990, which total five acres of total parkland per 1,000 population, are considered to be *Land Use Element* goals. (Standards from the last adopted Parks and Recreation Plan required four acres of total parkland per 1,000 population.)

Table 6
CITY PARK CLASSIFICATIONS AND STANDARDS

<u>Classification</u>	<u>Acres per 1,000 Persons</u>	<u>Typical Size Range</u>	<u>Typical Service Area</u>
Neighborhood Parks	1.5	5-15 acres	1/2 mile
Community Parks	2.5	20-50 acres	1 mile
Major Urban Parks	1.0	70 + acres	Community
Special Areas and Facilities	Includes parkways, greenways, plazas, historical sites, small parks, special use facilities, etc. No specific standard is applicable.		
COMBINED TOTALS			
Total Neighborhood and Community Park Standard	4 acres per 1,000 persons		
Total Major Urban Park Standard	1 acre per 1,000 persons		
Total Standard, All Park Types	5 acres per 1,000 persons		

SOURCE: Tulare Parks and Community Services Department, July 1990.

c. Short-Term Park Improvement Needs. Short-term recreational facility improvements planned by the PCSD--i.e., high-priority improvements anticipated in the near future--include the following:

- *Blain Park:* The present design for the *Blain Park* site includes a softball backstop, tennis courts, a volleyball area, a children's playground, a picnic shelter with a group barbecue, paved pathways, restroom facilities, a small off-street parking area, landscaped passive recreation areas, and a dry creek.
- *Pleasant Park:* The present design for *Pleasant Park* includes a baseball diamond, a picnic shelter, picnic tables, landscaped passive recreation areas, picnic tables, paved pathways, restroom facilities, and an 85-stall off-street parking area.

d. Future Park Needs. The *land use map* designates approximate locations for future neighborhood, community, and major urban parks within those areas designated for urban use. Although other areas within the Planning Area beyond the Urban Reserve Line may ultimately be urbanized and require additional parks, it is premature to show the locations of these outlying longer-term parks in this *Land Use Element*.

e. Other Park Concerns. The *Land Use Element* park and recreation policies also reflect a desire to place less emphasis on multi-use facilities (e.g., ponding basins/parks) in Tulare park and recreation planning. While such facilities can represent an efficient use of land resources, their implementation should not preclude fulfillment of Tulare's specific park and recreational needs.

3. Parks and Recreation Goals, Objectives, and Policies

Goals:

Goal 1: Provide parks and recreation facilities and services to adequately meet the existing and future needs of all Tulare residents.

Goal 2: Provide for all Tulare citizens a variety of enjoyable leisure, recreation, and cultural opportunities that are accessible, physically attractive, safe, and uncrowded.

Goal 3: Effectively locate, design, and use public park facilities to serve the greatest number of Tulare citizens.

Parks and Recreation Objectives:

(a) Provide parks and recreation services adequate to meet the adopted standards and criteria of the Parks and Community Services Department.

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- (b) Provide adequate and convenient park sites to meet the City's existing and anticipated future park and recreation needs.*
 - (c) Provide an adequate balance of recreational opportunities including facilities to serve the varying needs and interests of the Tulare population.*
 - (d) Maintain and upgrade existing parks*
-

Parks and Recreation Policies:

Policy 1. All future residential development in Tulare shall be responsible for its fair share of the City's cumulative park and recreational service and facility needs.

Policy 2. The City shall facilitate the development of parks at or near the sites indicated on the *land use map*.

Policy 3. The City shall negotiate with the proponents of development projects to secure the dedication of adequate sites for future community and neighborhood park development.

Policy 4. In selecting new community park and neighborhood park locations, emphasis should be placed on unmet needs in existing neighborhoods as well as in new neighborhoods.

Policy 5. The City shall encourage the development of adequate neighborhood parks containing 5 to 15 acres within walking distance (1/2 mile) of neighborhood users. These neighborhood facilities should include children's play equipment, paved game areas, free play fields, and perhaps a passive recreation area for parents and senior citizens.

Policy 6. The City shall encourage the development of conveniently located community parks containing 20 to 50 usable acres for year-round use.

Policy 7. While combination park/drainage facilities may be constructed, the area utilized for drainage basins should not be counted towards the minimum acreage size, or towards compliance with the City's park acres per capita standards.

Policy 8. The City shall encourage the development of one major urban park at least 70 acres in size.



H. MUNICIPAL SERVICES

1. Setting

The City is served by a public infrastructure system which includes municipal water, storm drainage, and sewer facilities. The water system contains 19 operating wells which pump directly from a groundwater aquifer system, and an associated water supply distribution system. The City's storm drainage facilities include a conventional urban stormwater collection system which discharges runoff into a network of percolation basins and/or retention basins where it is stored until it percolates and/or is pumped into canals operated by the Tulare Irrigation District. The City's sewer system consists of a gravity flow wastewater collection network which flows to a treatment facility located in the southwest portion of the City.

Other municipal services provided locally include police, fire, and ambulance services. Police services in the Planning Area are provided by the City of Tulare Police Department, the Tulare County Sheriff's Office, and the California Highway Patrol. Fire protection services in the Planning Area are provided by the City of Tulare Fire Department and the

Tulare County Fire Department/California Division of Forestry. Ambulance service in the Planning Area is provided by the Tulare District Hospital.

The City was served in 1992 by eight elementary schools, three junior high schools, and two high schools, the locations of which are shown on the *land use map*.

City offices are located in the Tulare City Hall on Kern Avenue, and in the Civic Affairs Building on M Street.

2. Planning Agenda

Plan policies set forth in this *Land Use Element* relating to municipal services are based on the City's desire to maintain municipal infrastructure and services at levels necessary to adequately serve existing urbanization and anticipated urban growth. They are also based on the City's desire to distribute the costs of municipal infrastructure fairly between existing residents and new development, based on source of need and level of benefit.

The City's sewer system is to be extended in the near future according to the City's Sewer System Master Plan, 1990, as explained in section II.A of this *Land Use Element* (Citywide Growth Pattern). In general, City water and storm drainage systems are capable of being expanded incrementally on a development-by-development basis.

The primary emergency services concern in Tulare is the existing need for improved emergency medical service to the west side of the City through construction of a grade-separated railroad crossing to provide better cross-town access to and from Tulare District Hospital. Currently, emergency medical service vehicular access to the west side neighborhoods is subject to delays caused by frequent train movements.

Anticipated growth through 2005 will also necessitate the construction of two additional City fire stations. Potential locations for these new stations have been identified on the *land use map*.

The Municipal Services policies of this *Land Use Element* also reflect City desires to provide additional school sites adequately sized and located to serve anticipated future residential development. Based on projected enrollment increases through 2005, potential sites for five more elementary schools, two more junior high schools, and one additional high school have been identified on the *land use map*.

The *Land Use Element* policies also reflect the City's wishes to pursue expansion of the City government offices in the downtown area to accommodate growing administrative needs. The added municipal offices should be kept in the downtown to maintain the role of

the central area as the City's institutional and civic center and to foster government-related office and service development in the downtown.

3. Municipal Services Goals, Objectives, and Policies

Goals:

Goal 1: Provide water, sewer, and storm drainage systems which are adequate to meet the needs of desired future growth.

Goal 2: Provide adequate emergency services citywide.

Goal 3: Provide for needed expansion of public schools.

Goal 4: Provide for a new or expanded city hall in downtown Tulare to serve the needs of the citizens of Tulare and their government.

Municipal Services Objectives:

- (a) Expand existing water and storm drainage systems as necessary to serve existing and future development.
 - (b) Provide adequate additional City sewer system capacity through the improvement of existing collection system lines and the construction of new trunk lines as proposed in the City's 1990 Sewer Master Plan.
 - (c) Provide adequate emergency services to the west as well as the east side of the City.
 - (d) Provide adequate sites for future fire and police stations.
 - (e) Provide adequate sites to meet anticipated future elementary, junior high, and high school expansion needs.
-

Municipal Services Policies:

Policy 1. New development shall be responsible for expansions of existing water and storm drainage systems made necessary by their construction.

Policy 2. New development shall be responsible for expansions of existing sewer systems made necessary by their construction.

Policy 3. New development shall be approved only when it can be demonstrated that adequate downstream sewer system collection and treatment capacity is available.

Policy 4. New development shall be required to participate on a fair-share basis in the completion of improvements to the existing sewer system, and/or the construction of new sewer trunk lines as described in the City's adopted Sewer System Master Plan.

Policy 5. Provide for improved east-west emergency vehicle access.

Policy 6. Provide a grade-separated east-west railroad crossing at a location which facilitates adequate emergency vehicle movement between west-side neighborhoods and east-side medical facilities.

Policy 7. The City shall negotiate with proponents of future development projects to secure the dedication of adequate sites for future fire and police stations.

Policy 8. The City shall negotiate with proponents of future development projects to secure the dedication of adequate sites for future school construction.

Policy 9. All new development shall pay for its fair share of required school facilities expansions.

I. HIGHER EDUCATION

1. Setting

Local college or university educational opportunities for Tulare residents wishing to live at home are currently limited to the College of the Sequoias, a two-year college in Visalia. The University of California at Davis Veterinary Teaching and Research Center is located southwest of town. The closest four-year university is the California State University at Fresno. Tulare citizens have expressed a strong interest in attracting and accommodating development of additional higher educational facilities in the area.

2. Higher Education Planning Agenda

Despite the recent omission of the Frazier Valley site from consideration for the next University of California campus, the *Land Use Element* policies set forth below relating to higher education express the City's continuing interest in supporting the development of a university or college campus in the Planning Area or within the region. This position is based on the potential cultural, educational, and economic benefits that such a development

would bring to the City and the region, and the need for increased university or college opportunities in proximity to Tulare and greater Central Valley students. While the region is currently served by the College of the Sequoias, Porterville College, and the California State Universities at Bakersfield and Fresno, the Central Valley population remains generally underserved by convenient colleges and universities.

3. Higher Education Goals and Policies

Goal: Encourage the further development of higher education facilities within Tulare County.

Policies:

Policy 1. The City shall support and encourage the continued operation of the University of California at Davis Veterinary Teaching and Research Center within the Tulare Planning Area.

Policy 2. The City shall encourage the development of new university and college facilities within its Planning Area.

Policy 3. The City shall encourage the development of a new University of California campus within Tulare County or the region.

- The general appearance of key Tulare streets and entryways needs to be substantially improved, particularly along Mooney Boulevard, Demaree/Hillman Avenue, East Tulare Avenue, South K Street, J Street/Old Highway 99 (Business), and Prosperity Avenue.
- The north and south Highway 99 entrances to the City also warrant visual enhancement and improved signage.
- Visual continuity along the City's arterial streets warrants improvement through common landscaping and other unifying design treatments. "Parkway" treatments are urged along certain routes.
- The City should advocate use of the State Landscaping-Street Lighting Act and other available financing tools to fund increased street beautification.
- City sidewalk standards have not been consistent over the years. As a result, sidewalk design approaches and appearances change from block to block.
- Reasonable development fees for street beautification, and the associated promise of improved major streetscapes, entranceways, and other key common areas in the City, can be expected to attract, rather than repel, desirable development in Tulare.
- City parks should be treated as visual, as well as recreational elements. In particular, Zumwalt Park should be maintained and improved as a visual focal point for the City.

b. Downtown Concerns and Opportunities. The Tulare downtown has numerous important visual opportunities and historic values which can and should be capitalized upon. It has a number of fundamental advantages to outlying business concentrations, including its role as the principal image and identify element for the Tulare community, its centralized location, its good access, and the fact that the City's key civic and public activities, as well as much of its key administrative and financial activities (offices, banks, savings and loans, etc.), continue to take place here.

There is strong community interest in continuing and expanding current downtown improvement and beautification activities. Interest has also been expressed in incorporating a visual reflection of the City's Hispanic and Portuguese population in such downtown improvement efforts. Beyond the physical aspects of downtown character, there is also an expressed citizen interest in expanding downtown shopping hours, and in increasing evening commercial, civic, and cultural activity in the downtown.

In addition, a number of distinctive, underutilized downtown structures and historic sites which have been identified as potential candidates for adaptive use and/or as key opportunities to enhance the downtown character. These include the Linders Building (1886), the Matheson/Bollinger Building, and the old Tulare Hotel site.



J. COMMUNITY CHARACTER

1. Setting

a. General Aesthetic Concerns and Opportunities. The visual character of Tulare is distinguished in part by the large street trees which line Tulare Avenue and other key roadways. Street trees also provide visual canopy for many of the City's older residential streets, and contribute to the historical flavor of the downtown area. However, many Tulare residents cite the need to further enhance the overall visual character and image of the City. Identified visual improvement areas include the need for more common greenery and shade trees at key travel routes and park locations, the need to screen views of unsightly land uses at key gateways to the City, and the need to increase emphasis on quality site, architectural, and landscape design in new development.

During the course of this *Land Use* and *Circulation Element* formulation program, the following specific issues, concerns, and improvement needs have been identified by Tulare citizens with regard to the appearance and character of their community.

- There is a need to improve the general aesthetic character and identity of the City. Many of the City's existing and potential key visual features warrant improvement.

c. Historic Resources and Programs. In 1987, the City of Tulare and the Tulare City Historical Society completed a Historic Resources Inventory of 1,600 homes and other structures in the City. For each structure built prior to 1946, this survey describes the location, and gives a brief description of building characteristics and historical significance. Most of these structures are located in two distinct areas: the west subarea of the City, bounded by Sonora Avenue and Pine Avenue, and C and I Streets; and the central subarea between Tulare and San Joaquin Avenues.

The City has also adopted a Historic Site and Historic Neighborhood Combining District to preserve historical sites and neighborhoods, to encourage restoration of historic buildings and neighborhoods, and to encourage and regulate compatibility of architectural styles within historic sites and neighborhoods. This designation has been applied to a limited number of properties throughout the City.



2. Community Character Planning Agenda

A set of updated goals and policies have been set forth below relating to community character. These goals and policies have been formulated to reflect the general desire of the community to improve its appearance and image. This desire suggests a need to place increased emphasis on design quality in the City's development review process. Proper attention to design quality and communitywide visual improvement in the City's development review process can be expected to attract and encourage, rather than discourage, desirable future development in Tulare. Coupled with the need for improved design in individual

developments is the need for improved communitywide visual enhancement, including the establishment of exactions from future development to fund beautification of key City entranceways, travel routes, and parks.

A third component of the City's planning agenda for improving the community character is the continuation of City efforts to enhance its principal community design focus and identity element, the downtown. Finally, goals and policies are included which express the City's desire to maintain its cultural and historical heritage through the preservation of historical buildings and the development of new activities, elements, and structures which reflect the City's historical and cultural makeup.

3. Community Character Goals, Objectives, and Policies

Goals:

Goal 1. Continue to improve the appearance and image of the City.

Goal 2. Strengthen Tulare's sense of identity.

Goal 3. Encourage expressions of Tulare's cultural and historical heritage.

Goal 4. Continue and expand efforts to enhance the downtown.

Objectives:

(a) Visually enhance key entranceways and major thoroughfares.

(b) Create distinctive and aesthetically pleasing parks and other public places.

(c) Place an increased emphasis on high quality site, architectural, and landscape design in new private and public development.

(d) Preserve and maintain existing street trees.

(e) Expand the City's street tree planting and maintenance program.

Community Character Policies:

Policy 1. The City shall continue to pursue its existing street beautification efforts at key City entranceways and travel routes.

Policy 2. The City shall continue its practice of requiring the dedication of park lands as a condition of approval for selected residential development projects.

Policy 3. The City shall prepare a citywide street beautification plan as a basis for setting street beautification priorities and funding allocations.

Policy 4. The City shall encourage use of State Landscaping-Street Lighting Act and other available financing tools to fund street beautification and other common aesthetic improvements in new private residential and business development (see the Implementation chapter of this *Land Use Element* for a description of available financing tools).

Policy 5. Existing and future City neighborhood and community park facilities shall be designed, improved, and maintained as key visual focal points, as well as recreational resources.

Policy 6. The City shall include special improvements to the appearance of Zumwalt Park in its near-future parks improvement programming (additional landscaping, restoration of facilities, etc.).

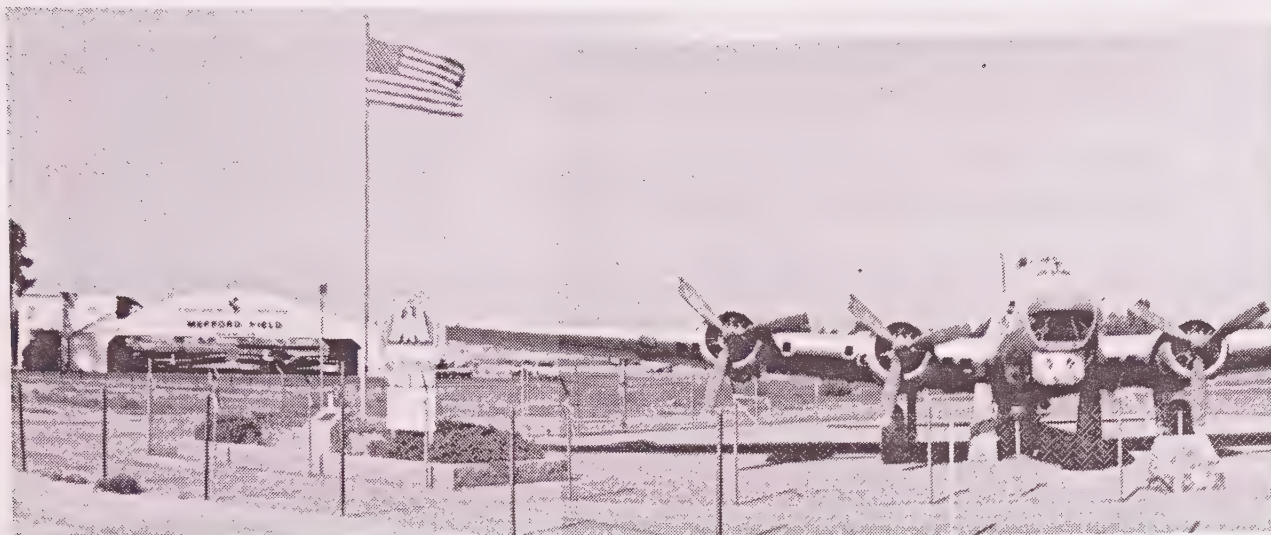
Policy 7. The list of citywide traffic mitigation and other transportation capital improvements to be funded by a transportation impact fee (see the Circulation Element) should include improved pedestrian provisions along existing local arterial and collector streets where sidewalks and streetlighting are currently inadequate.

Policy 8. The City shall continue to apply its Historic Site and Historic Neighborhood Combining District designation as a means to preserving, protecting, and encouraging the restoration of identified historical sites and neighborhoods.

Policy 9. The City shall encourage the preservation and adaptive use of historic buildings, particularly in the downtown.

Policy 10. The City shall strengthen its formal design review process, including adoption of a set of more stringent design review guidelines for application at selected key Planning Area locations and to particular development types. Selected locations for such special design review should include key entranceways and thoroughfares; the downtown precinct; designated community and regional commercial areas; designated office/business park areas; and designated suburban and urban residential areas.

Policy 11. The City shall encourage expressions of its cultural and historic heritage in key central area architectural and other physical design elements, as well as through encouragement of related cultural events and celebrations.



III. LAND USE DESIGNATIONS



A. THE LAND USE MAP

The Tulare General Plan *land use map* depicts the adopted official policy of the City with respect to the types and locations of future land uses within its Planning Area. Figure 7 represents a reduced version of the *land use map*. Larger versions are available at the Tulare Department of Planning and Building. The following specific general plan policies pertain to the *land use map*.

Policy 1. All zoning designations within the City shall be consistent with the *land use map*.

Policy 2. No development shall be approved within the City unless it is found to be consistent with the adopted *land use map* land designations and with the associated development policies set forth in this *Land Use Element*. The *land use map* also shows the desired future location of schools, parks, fire stations, etc.

B. LAND USE CATEGORIES

Land use designations adopted by the City which appear on the general plan *land use map* and relevant City general plan policies are described below. These descriptions identify City policy with respect to the intent, the types of land use activity, the appropriate location, relevant density/lot size parameters, and typical zoning districts, for each land use designation.

1. Rural Residential

a. Intent. To provide for single-family residential development on large lots, including mini-farms or ranchettes where agricultural activity is secondary to the residential land use. Residential parcels within this designation should be large enough to support independent wastewater disposal (septic) systems.

b. Location. Rural Residential designations should typically be located in outlying areas where sewer service is not provided. Because of the land intensive nature of this land use category, it should be limited to infill in those areas which have already developed this way.

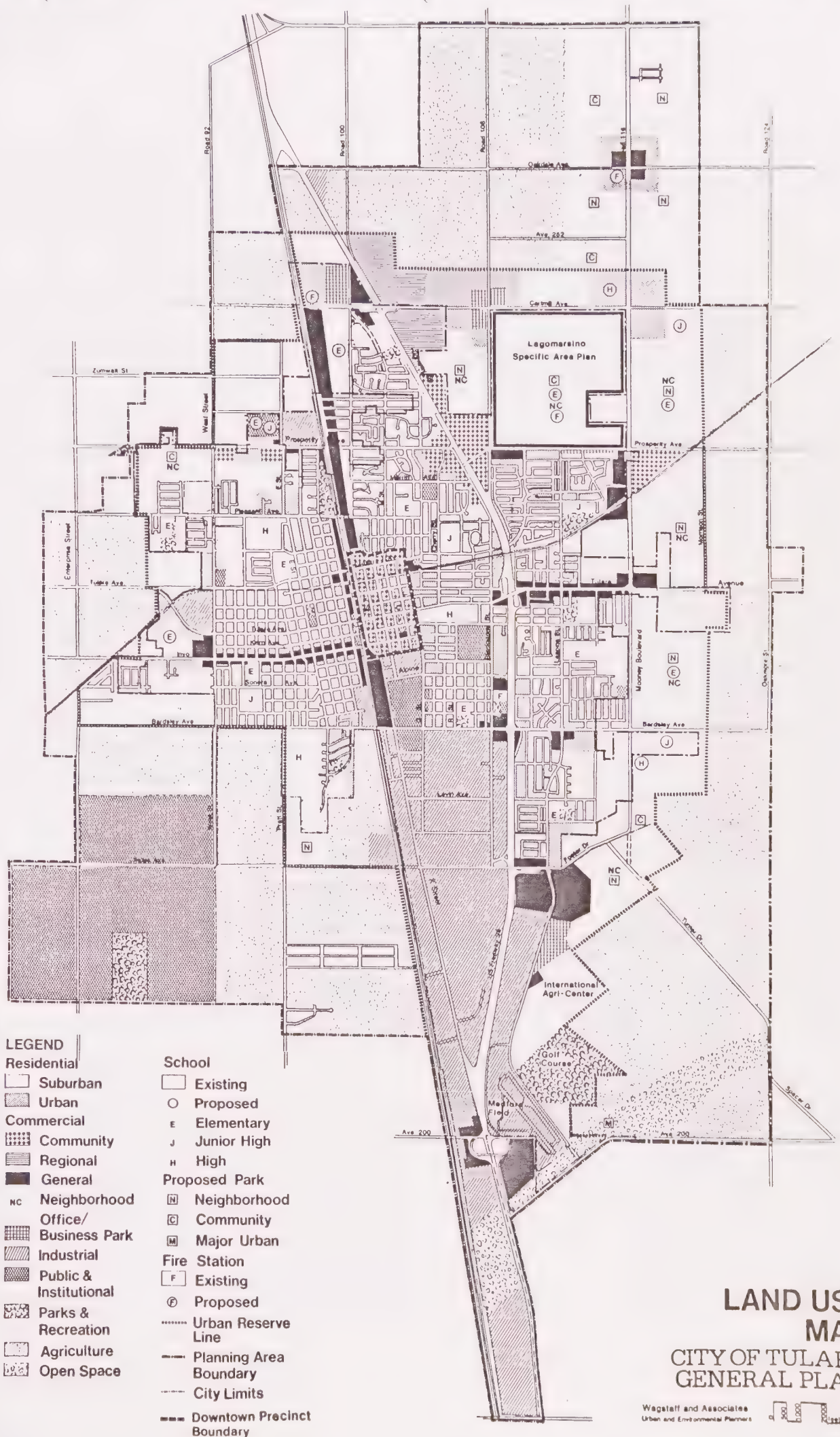
c. Density/Lot Size. Rural Residential areas should be developed at a net maximum density of one unit per acre. The minimum lot size should be 40,000 square feet.

d. Zoning. Typical zoning for the general plan Rural Residential designation is the Rural Residential (RA) District; however, the City's Public Lands (P.L.) and Agriculture (A) zoning districts would also be consistent with this designation.

2. Suburban Residential

a. Intent. To provide for the type of single-family residential development common to traditional residential neighborhoods in Tulare. These areas should be adequately and efficiently served by public services. This land use category should represent the majority of residential land use within the City.

b. Location. Suburban Residential designations can be appropriately located throughout the City. Adequate buffering should be provided between this designation and incompatible land uses, such as the City's sewage treatment plant, some industrial uses, major roadways, etc. This land use designation should be located in areas which are or can be adequately served by public water and sewer, and should have convenient access to neighborhood parks, schools, and neighborhood commercial services.



LAND USE MAP CITY OF TULARE GENERAL PLAN

Wagstaff and Associates
Urban and Environmental Planners



c. Density/Lot Size. Suburban Residential development should have a net density range of two to seven units per acre. Minimum lot sizes in Suburban Residential designated areas should be 5,000 square feet.

d. Zoning. General plan designated Suburban Residential areas should typically be zoned one-family residential (R-1-20, R-1-12.5, R-1-8, R-1-7, R-1-6, R-1-6, M-H) and Planned Unit Development (PUD). The City's Public Lands zoning district (P.L.) would be appropriate to accommodate schools, parks, and other public facilities within Suburban Residential areas.

3. Urban Residential

a. Intent. To provide for multi-family residential development, including condominiums, townhouses, duplexes, rental apartments, senior citizen communities, and other forms of higher density, multi-family housing.

b. Location. Urban Residential land use designations should be located throughout the City near public transportation, shopping, recreation facilities, schools, and/or medical support opportunities, depending on the particular needs of the specific Urban Residential use proposed. This higher density residential designation is often appropriate for transitional areas; however, the designation should not be relegated to undesirable properties. Rather, it should include parcels sufficient in area and configuration to provide for livable site plans with adequate sunlight, common areas, and protection against noise intrusion.

c. Density/Lot Size. Densities in Urban Residential areas should range from two to 29 units per acre. Minimum lot sizes within the Urban Residential designation should be 6,000 square feet.

d. Zoning. Typical zoning for the general plan Urban Residential designation would be the City's multi-family residential (R-M-2, R-M-3, M-H) and Planned Unit Development (PUD) districts. The Public Lands (P.L.) District could also be appropriate zoning within Urban Residential areas to accommodate associated parks and other public facilities.

4. Regional Commercial

a. Intent. To provide for future development of a regional based retail center. The regional center should contain 500,000 or more square feet of commercial space on approximately 50 to 100 acres. The center should include comparison and specialty retail uses which are capable of drawing consumers from outside of the City of Tulare Planning Area, including Visalia, Porterville, Pixley, Tipton, Corcoran, and Lindsey. A regional mall containing one or more major department stores, or an "outlet mall," are examples of appropriate uses for the Regional Commercial site. No development which would preclude

future development of such a regional center should be allowed on a designated Regional Commercial site (e.g., no neighborhood or community commercial).

b. Location. The Regional Commercial (regional retail center) designation should be located on a large site (50 acres minimum) with good freeway access and visibility. The site should also be located in an area planned for municipal sewer service by 2005, with expansion opportunities, surrounding land use buffering opportunities, and the ability to support necessary road system improvements with minimal impact on any existing sensitive land uses.

c. Density/Lot Size. Regional centers should be developed with a Floor-to-Area Ratio (FAR) no greater than .60. Minimum land area for such a development should be approximately 50 acres.

d. Zoning. Regional Commercial areas should be zoned Planned Unit Development (PUD) to allow flexibility in design, to encourage coordinated, high quality site planning, and to assure that any phasing required to develop a regional center be completed according to an integrated master plan.

5. Community Commercial

a. Intent. To provide for community oriented comparison shopping, personal and business services uses, offices, and other commercial uses with a community-wide market base. Community commercial centers can be comprised of a consolidated group of independent structures and businesses on public streets or can be integrated shopping plazas and shopping centers with common internal circulation and parking facilities. Community-serving shopping centers typically contain 100,000 to 300,000 square feet of leasable floor area on 10 to 30 acres. The leading tenant is usually a junior department store, or a large variety, discount, or department store.

b. Location. The Community Commercial designation should be located at a limited number of convenient sites throughout the City with direct and convenient arterial access. These sites should also be accessible for pedestrians, bicyclists, and public transit.

c. Density/Lot Size. Community Commercial designations should be approximately 10 to 30 acres in size. New Community Commercial development should not exceed a Floor-to-Area Ratio (FAR) of .60.

d. Zoning. Community Commercial sites should be zoned commercial (C-3, C-4) or Planned Unit Development (PUD).

6. General Commercial

a. Intent. To provide for a range of commercial uses including retail, services, offices, automotive, and highway-oriented commercial development. This designation is not intended to promote strip commercial development requiring multiple driveway entrances. Rather, designated General Commercial areas should be to accommodate the design of safe, integrated offstreet access to multiple businesses.

One of the principal General Commercial designation areas of the *land use map* is the downtown. The downtown shopping area contains a wide range of commercial uses including retail, services, professional offices. Because the downtown plays a multi-faceted role in the community, it also merits special recognition as a "**Downtown Precinct**," as explained on pages 51, 52, and 56 of this *Land Use Element*. The boundaries of this precinct are shown on the *land use map*. The intent of the "Downtown Precinct" is to distinguish the area from other General Commercial areas, to highlight its role as a cultural, civic, entertainment, specialty retail, and professional office center, and to specify related special planning needs. These planning needs include special design review consideration, adequate and convenient parking, a pedestrian friendly environment, accessibility to and from public transit, and the promotion of activities which attract residents and visitors to the downtown. In addition to General Commercial, the Downtown Precinct should also include such complementary land uses as high density residential development to ensure human activity in the downtown after business hours and on weekends; increased office, civic and institutional development to bring activity into the downtown during the day; restaurants and entertainment facilities to encourage nightlife in the downtown area; and special activities such as fairs, festivals, road races, etc., to bring large numbers of people into the downtown on selected days.

b. Location. General Commercial designations should be distributed throughout the City on major arterials, including the downtown precinct.

c. Density/Lot Size. General Commercial designated land should not be developed with a FAR greater than .60 outside of the downtown precinct. Parcels should have adequate depth to provide adequate internal circulation and safe, integrated access to adjacent roadways.

d. Zoning. General Commercial designated land should typically be zoned commercial (C-3, C-4, or C-5), although the City's Planned Unit Development (PUD) district may also be appropriate in some cases.

7. Neighborhood Commercial

a. Intent. To provide for daily convenience shopping services proximate to residential neighborhoods. In addition to safe and convenient vehicular access, these centers should be highly accessible for pedestrians and bicyclists. These centers should generally contain 30,000 to 100,000 square feet of leasable floor area. Neighborhood centers usually include a supermarket as a leading tenant, and generally require a support population of 3,000 to 40,000 people.

b. Location. Neighborhood Commercial designations should be located at easily accessible sites within or within convenient walking distance of residential neighborhoods.

c. Density/Lot Size. Neighborhood Commercial designations should range from approximately three to five acres in size. Development intensity should not exceed a maximum FAR of .60.

d. Zoning. Neighborhood Commercial designated land should typically be zoned Commercial (C-1), although the Planned Unit Development district (PUD) may also be appropriate in some circumstances.

8. Office/Business Park

a. Intent. To provide sites exclusively for the development of modern, non-nuisance light industrial and office uses which are compatible both with each other and with adjoining land uses. Allowable uses include professional offices (including but not limited to finance, insurance, and real estate), large administrative centers, medical and dental clinics, research and development, light manufacturing, light assembly, warehousing and distribution, and other similar compatible activities. These areas should be subject to special performance standards to ensure attractive and harmonious development. The designation is intended to attract development with high standards with respect to acceptable uses, building design, landscape design, signage, offstreet parking, and onsite amenities. Design review is required to carry out this intent.

b. Location. The office/business park designation should be located in outlying areas with convenient access to major arterials and Highway 99.

c. Density/Lot Size. Development of Office/Business Park designated land should not exceed a maximum FAR of .60. No specific minimum parcel size is required.

d. Zoning. Typical zoning for the Office/Business Park general plan designation would be commercial (C-2) or Planned Unit Development (PUD).

9. Industrial

a. Intent. To provide for a range of industrial uses including manufacturing, processing, assembling, research, wholesale and storage uses, trucking terminals, railroad and freight stations, and similar compatible uses. This designation should also provide for industrial parks, warehouses, distribution centers, light manufacturing, public and quasi-public uses, and similar compatible uses.

b. Location. Industrial designated land should be located near major arterials, or freeway access. Railroad access may also be appropriate for some industrial activities. Industrial land use designations should generally be concentrated to isolate and reduce potential land use compatibility conflicts with sensitive land uses caused by industrial processes, and associated noise, air pollution emissions, odors, truck traffic, etc.

c. Density/Lot Size. Development of industrial designated land should not exceed a maximum FAR of .60. No specific minimum parcel size is required.

d. Zoning. Zoning for Industrial designated land should be industrial (M-1, M-2) or Planned Unit Development (PUD).

10. Public and Institutional

a. Intent. To provide for public and institutional land uses such as government facilities, schools, libraries, municipal corporation yards, sewer and water facilities, fire stations, hospitals, etc.

b. Location. Some public and institutional uses such as municipal government offices should be located in downtown Tulare. Other public and institutional uses such as schools, fire stations, etc., should be distributed throughout the City based on population and housing distribution.

c. Density/Lot Size. Public and institutional land uses do not have any density or lot size requirements.

d. Zoning. The typical City zoning district for Public and Institutional designated land is Public Lands (P.L.).

11. Parks and Recreation

a. Intent. To provide for neighborhood and community parks, major urban facilities, and other recreation facilities such as golf courses.

b. Location. Neighborhood Parks should be located throughout the City within residential neighborhoods. They should be easily accessible by pedestrians and bicyclists. The location of Community Parks should be balanced throughout the City to provide larger, more developed facilities easily accessible by automobile or bicycle. Major Urban Facilities should also be easily accessible by automobile and bicycle. Locational standards for the various individual park classifications are listed in Table 6 of this *Land Use Element*.

c. Density/Lot Size. Park size standards for the various individual park classifications are described in Table 6 of this *Land Use Element*.

d. Zoning. The typical City zoning district for Parks and Recreation designated land is Public Lands (P.L.). Residential districts may also be appropriate in some circumstances.

12. Agriculture

a. Intent. To provide for the preservation of land best suited for agricultural production, based on location, current use, soils, and parcel size. This designation should apply to areas intended for larger scale agricultural activity where residential and other land uses are clearly secondary and accessory to agricultural production.

b. Location. The general plan Agricultural designation should be given to land which (1) is outside of the Urban Reserve Line, and (2) has historically been in agricultural production.

c. Density/Lot Size. Agricultural parcels are generally no smaller than five acres.

d. Zoning. Agricultural designated land should be zoned Agriculture (A) or Urban Reserve (U.R.).

13. Open Space

a. Intent. To preserve undeveloped land of special value for visual, natural, or environmental protection purposes. Any proposed use within or adjacent to a designated Open Space area should be highly scrutinized to prevent potential impacts on identified visual or natural resources.

b. Location. The Open Space designation can be applied to actual resource areas or to buffer areas surrounding those resources; e.g., on and around the Elk Bayou.

c. Density/Lot Size. The Open Space designation should be sized and configured to adequately protect the relevant visual or natural resource.

e. Zoning. Open Space designated lands should be zoned Public Land (P.L.) or Agriculture (A).

IV. IMPLEMENTATION

This chapter identifies measures available to the City of Tulare to implement the goals, objectives, and policies set forth in this *Land Use Element*. These measures consist of the completion of specific actions, and the adoption and implementation of specific programs, regulatory controls, and funding programs. The chapter first describes state requirements for implementation of the general plan. That description is followed by a discussion of various development review and regulatory measures, non-regulatory programs and funding measures available to implement the various goals and policies set forth in this *Land Use Element*.

A. STATE IMPLEMENTATION REQUIREMENTS

Section 65300.5 of the California Government Code states that the diversity among the state's communities and their residents requires planning agencies to implement their local general plans in ways which accommodate local conditions and circumstances. The law requires that certain specific actions be taken to facilitate implementation of the plan (Government Code Section 65400). These required actions include:

- *Funding of City Administrative Activities to Implement the General Plan.* City staff should continue to investigate and recommend to the City Council reasonable and practical means for implementing and maintaining the general plan. These include allocating annual expenditures and identifying funding sources for general plan implementation activities, including staff time and materials to prepare and administer the plan, related amendments, regulations, financial reports, and capital improvement budgets.
- *Annual Report.* City Staff should also render an annual report to the City Council on the status of the general plan and the progress of its implementation.

The state General Plan Guidelines also stress the importance of continued *public participation* in the ongoing implementation and maintenance of the general plan.

B. LOCAL DEVELOPMENT REVIEW AND LAND USE REGULATION

The following section describes those development review and land use control actions which should be administered by the City of Tulare to implement this *Land Use Element*.

1. Plan Conformance

No subdivision, use permit, design review application, or other entitlement for land use, and no public improvement shall be authorized for construction by the City of Tulare in its **land use map** designated Planning Area until a finding has been made that the proposed action is in substantial compliance with the City's adopted general plan.

2. Zoning

a. Zoning Map. Zoning is the primary instrument for implementing the land use aspects of the general plan. The **land use map** included in this *Land Use Element* reflects substantial changes from the City's previous general plan land use map. Government Code (Section 65860) requires that zoning designations be consistent with the adopted general plan **land use map**. The State General Plan Guidelines state further that when a general plan amendment is passed which makes current zoning map designations inconsistent, those zoning map designations must be changed to reestablish general plan consistency "within a reasonable time." The guidelines identify two years as a "reasonable time" for zoning updating in those cases where the general plan has been substantially revised.

This *Land Use Element* and its **land use map** include thirteen (13) separate land use designations. The City's Zoning Ordinance contains 21 zoning designations which could be applied to implement the **land use map**. Table 7 herein identifies which zoning districts are most consistent with each land use designation.

b. Zoning Ordinance. The City's Zoning Ordinance text should also be revised as necessary to effectively implement *Land Use Element* policies. These revisions should include refinements to the City's existing design review process and clarification of the purpose of certain specific zoning districts.

- **Design Review:** *Recommendations for refining and strengthening the City's existing design review process are described under section 3 below. These design review procedure revisions should be implemented through appropriate revisions to the design review provisions of the City's Zoning Ordinance.*
- **"Purpose" Sections for Commercial and Industrial Districts:** *Descriptions of the purpose of each commercial and industrial district in the Tulare Zoning Ordinance (e.g., C-1, C-2, C-3, C-4, C-5, M-1, M-2) should be revised and clarified as necessary to be consistent with the commercial and industrial provisions of this Land Use Element, particularly with respect to the intent of each district and the differences between each district.*

Table 7
ZONING CONSISTENCY WITH GENERAL PLAN LAND USE DESIGNATIONS

<u>Land Use Category</u>	<u>Consistent Zoning Districts</u>
Rural Residential	R-A, P.L., Agriculture
Suburban Residential	R-1-20, R-1-12.5, R-1-8, R-1-7, R-1-6, R-1-5, MH, PUD, P.L.
Urban Residential	R-M-2, R-M-3, MH, PUD, P.L.
Regional Commercial	PUD
Community Commercial	C-3, C-4, PUD
General Commercial	C-3, C-4, C-5, PUD
Neighborhood Commercial	C-1, PUD
Office/Business Park	C-2, PUD
Industrial	M-1, M-2, PUD
Public and Institutional	P.L., PUD
Parks and Recreation	P.L.
Agriculture	U.R., A
Open Space	P.L., A

SOURCE: Wagstaff and Associates, 1991

- **PUD District:** *Chapter 16 of the Zoning Ordinance should be revised to provide greater project-specific flexibility in the Building Site Standards as described in section 10-164(A) through (L), and the addition of performance standards for use in evaluating the compliance of proposed projects.*

3. Design Review

In order to implement *Land Use Element* goals, policies, and objectives relating to community appearance, image, and character, the City should strengthen its design review criteria and design review procedures as follows:

a. **Design Review Criteria.** The City should expand, refine, and strengthen Tulare Zoning Ordinance Chapter 10, which outlines the Tulare Design Review procedure. These Chapter 10 revisions should include formulation of specific design performance standards for various specific land use types and visually significant locations (gateways, principal arterials, residential areas, the downtown, other commercial areas and types, certain industrial areas and types, etc.). These standards should also include site planning, architectural design, landscape design, roadway design, outdoor lighting, utilities, signage, parking lot design and access, roof appurtenances, trash enclosure screening, and other needed design standards for different land use types. These standards should include particular emphasis on visual improvement and enhancement of the City's principal "gateways" and key arterials, including the Highway 99 corridor, Tulare Avenue, Inyo Avenue, J Street/K Street, Cartmill Avenue, Prosperity Avenue, Cross Street, Bardsley Avenue, Paige Avenue, Mooney Boulevard, Hillman Avenue, and West Street.

b. **Design Review Procedure.** The City should also amend Tulare Zoning Ordinance Chapter 10 to establish an independent Design Review Board or Committee with specific responsibility for administering and performing some or all of the design review duties currently assigned to the Planning Commission. Such an entity could more effectively provide the kind of specialized design review of development projects called for in this *Land Use Element*, independent of consideration of the merits of the intended land use. The Design Review Board or Committee could include a panel of City staff (e.g., from the planning, engineering, and building departments) and/or qualified professionals from the community (i.e., one or two local architects, one or two local landscape architects, an engineer, etc.).

4. Parks and Recreation

The following regulatory program should be enacted by the City to implement the parks and recreation policies and standards described in this *Land Use Element*.

a. Parks and Recreation Dedication Requirement. The City should adopt a specific park and recreation dedication requirement consistent with the PCSD's adopted parkland standards. The Quimby Act, codified under Section 6647 of the California Government Code, enables a city to pass an ordinance imposing a requirement of land dedication or an in-lieu fee for park and recreation purposes as a condition of residential subdivision approval. The Act limits the dedication requirement to three acres per one thousand population or to the jurisdiction's existing standard (but not to exceed 5 acres per one thousand population).

C. NON-REGULATORY IMPLEMENTATION PROGRAMS

1. Specific Actions and Programs

a. Commercial Development. The following specific action should also be taken to implement the goals, objectives, and policies of this *Land Use Element* related to commercial development:

- ***Downtown Plan:*** *The City should pursue implementation of the downtown Landscape & Street Furnishing Plan and Facade Renovation Program prepared by the Tulare Redevelopment Agency and the Tulare Improvement Program (TIP) in 1988. Funding sources for implementation of this plan are discussed in section IV.D.2.a of this *Land Use Element*.*

b. Municipal Services. The following actions should also be taken to implement the policies of this *Land Use Element* related to municipal services:

- ***Railroad Crossing:*** *Based on engineering investigation and the land use and circulation pattern designated in this general plan, a grade-separated railroad crossing location should be selected and a grade-separated crossing should be constructed.*
- ***City Hall Expansion:*** *A new or expanded city hall should be constructed as necessary to adequately serve the residents of Tulare and their government. The City should complete a feasibility study of city hall expansion alternatives, including the possibility of new or additional construction two to three acre site alternatives in the downtown area.*

c. Community Character. In addition to the design review measures described under section IV.B.3 above, the following specific actions should also be taken to implement the policies of this *Land Use Element* related to community character.

- ***Street Beautification:*** *The City should design and facilitate special uniform landscaping and urban design treatments along major thoroughfares. A **thoroughfare landscaping plan** should be completed which could include a program of uniform*

street tree planting, plus such additional urban design features as special street light design, signage standards, repetition of special pavement treatment at intersections or crosswalks, street furniture, banners and flags, etc. Possible funding sources for implementation of this plan are described in section IV.D.2.d of this Land Use Element.

- **Enhancement of Public Places:** *Provide adequate ornamental vegetation and other landscape features in key public places to enhance visual interest, create shade, define outdoor spaces, introduce and improve human scale, soften the appearance of the man-made environment, and screen visually unappealing elements of the landscape. Funding sources for implementation of this measure are described in section IV.D.2.d of this Land Use Element.*

2. General Plan Maintenance

a. Five Year Review. As required by State General Plan Guidelines, this *Land Use Element* should be thoroughly reviewed every five years and revised as necessary to reflect new conditions, local attitudes, and political realities. This practice of review and revision will ensure that the plan remains as a relevant "blue-print" for ongoing growth and change in the City of Tulare Planning Area.

b. Amendment Process. Proposed amendments to *Land Use Element* policies, discussions, and *Land Use Map* may be processed up to four times per year. The amendment procedure must follow that which is outlined in State Government Code Section 65350. The procedure for each amendment shall include at least one public hearing before the Tulare Planning Commission and one public hearing before the Tulare City Council. As stated in the State General Plan Guidelines, the *Land Use Element* should only be amended when the City determines that the change is supported by a broad consensus of opinion, and is "in the public interest."

D. FINANCING MEASURES

In addition to the adoption of the new regulatory and non-regulatory programs described above, implementation of many of the policies of this *Land Use Element* will require substantial funding. The following section describes likely sources of such funding. Funding for many of the necessary actions and programs should be fairly distributed amongst current and future Tulare residents, businesses, and land owners. The primary means for funding of improvement and service needs attributed to future development would be payment of a comprehensive development impact fee. Funding for those improvements and services necessary to adequately serve the existing population would be provided by a variety of other sources.

1. Funding Sources for Future Development Impacts

a. Comprehensive Development Impact Fee. The City of Tulare is establishing a comprehensive development impact fee for application as a condition of approval for future development. The variety of infrastructure and service needs which are expected to be addressed by this comprehensive impact fee, and the process through which the fees have been determined, are described below:

Infrastructure and Service Needs and Costs. The policy section of this *Land Use Element* identifies a growing need in the City of Tulare to re-distribute the costs of infrastructure improvements and increased public service needs associated with new development. The City has evaluated the opportunity to assign a fair share of these costs to new development through the establishment of a comprehensive development impact fee. A fee schedule has been proposed based on a Development Impact Fee (DIF) study completed by the City in 1991.

The City's DIF study included a determination of the cost of a comprehensive range of infrastructure improvements and public services which would be required to accommodate and serve anticipated future growth. These infrastructure projects and services include law enforcement facilities, equipment, and training; fire facilities, equipment, and training; general government facilities and equipment (e.g., new civic center, facilities and equipment maintenance, City fleet expansion, etc.); street, interchange, and traffic control improvements; bridge and culvert construction; street medians construction and landscaping; water supply facilities; water distribution and holding facilities; wastewater treatment facilities; storm drainage facilities; solid waste facilities and equipment; utility undergrounding; library facilities; and parks and recreation facilities. Assignment of responsibility for funding of several of these infrastructure and service improvement categories to the proponents of benefitting future development is directly implied by the policies of this *Land Use Element*.

Determination of Fees. Recommended fees for each of these infrastructure and service needs were determined on a per acre basis through a five step process which included (1) definition of the acceptable level of service required within each service category; (2) determination of the range of land use types within the City and associated infrastructure/service needs for each; (3) identification of all the capital facilities and equipment inventory necessary to maintain the identified level of service, and their costs; (4) determination of the distribution of these infrastructure and service needs between existing development and new development; and (5) distribution of the costs of these needs between existing development and proposed new development.

The DIF report recommends that a comprehensive development fee program be generally implemented on a per acre basis for residential, commercial and industrial land uses. The DIF report also noted that a portion of the comprehensive fee attributed to certain specific

costs would be most appropriately implemented on a per person or per housing unit basis. Regardless of the basis for calculation of the fee, the amount charged would be subject to regular ongoing review and adjustment for each of the service categories described above.

b. Mello-Roos Funding. The implementation of various specific improvement policies set forth in this *Land Use Element* may require funding beyond what can be provided by a citywide comprehensive development impact fee. The implementation of certain policies calling for improvements to specific sub-areas of the City (rather than the entire City), or for other specific improvements not covered by the citywide development impact fee, may be funded through the implementation of a Mello-Roos Community Facilities District. The Mello-Roos Community Facilities Act permits a city to establish a community facilities district to (1) finance new facilities with a useful life of five or more years, and/or (2) pay for certain services, operations, and maintenance expenses through the levying of a special tax. The act requires a two-thirds vote for approving the special tax within inhabited areas, and specifies a separate, landowner-controlled procedure for areas with less than 12 registered voters. Mello-Roos districts are most often established to fund improvements within a specific area but could also be used to finance a project with citywide benefits.

2. Funding Sources for Existing Needs

Needs identified in this *Land Use Element* as "existing" should be funded by development impact fees on infill projects and by existing funding mechanisms already levied against existing land uses, including special assessments, utility service fees, property taxes, securities issues, user fees, and/or state and federal grants. Specific funding sources for infrastructure and service needs attributed to existing development are described below. These funding sources should be considered during City completion of more detailed studies to determine equitable revenue sources and financing mechanisms to be included in a Capital Financing Plan, as recommended in the City's DIF study. This plan would detail the methodologies for financing that portion of the improvements and service needs list which cannot be attributed to new development.

a. Downtown Improvement. The following funding mechanism should be considered to implement the policies of this *Land Use Element* related to downtown improvement:

- *Assessments to fund common improvements listed in the Downtown Landscape & Street Furnishing Plan and Facade Renovation Program could be administered through established proceedings such as those set forth in the Improvement Act of 1911, the Municipal Improvement Act of 1913, the Improvement Bond Act of 1915, and the Landscaping and Lighting Act of 1972.*
- *The City should also consider the possibility that the benefit of comprehensive urban design and landscaping improvements in the downtown may extend beyond the immediate downtown area. Therefore funding responsibility could extend beyond*

specific properties in the downtown to the City as a whole. In this case the City could consider financing of such improvement programs through the issuance of general obligation bonds. Issuances of general obligation bonds require a two-thirds majority of those voting in a local election. Such bonds would be secured by the full faith and credit of the City. The City is also authorized by the approving vote of the electorate to levy an ad valorem tax on all taxable property within its jurisdiction at whatever rate is required to service the bond debt.

b. Parks and Recreation. The following funding mechanism should be considered to implement the policies of this *Land Use Element* related to parks and recreation improvements necessary to serve existing development:

- *To assist in the implementation of the parks and recreation related policies, the City should consider the adoption of a development impact fee for parks in-lieu of the parkland dedication requirement. The Quimby Act, codified under section 6647 of the Government Code, specifically enables a city to adopt such a parks and recreation in-lieu fee.*

c. Municipal Services. The following funding mechanisms should be considered to implement the policies of this *Land Use Element* related to municipal service improvements necessary to serve existing development:

- *The portion of the funding for the construction of the grade-separated **railroad crossing** described earlier in this section attributable to the needs of the existing residents should be provided from available state and federal funds, from the City's general fund, and/or from a general obligation bond as described above.*
- *The portion of the funding for the feasibility study for the construction of a new **city hall** and the actual construction of the facility attributable to the needs of existing residents should be provided by the general fund or a general obligation bond.*

d. Community Character. The following funding mechanism should be considered to implement those policies of this *Land Use Element* related to existing community character which are deemed necessary to serve existing development:

- *Design and construction measures associated with the proposed street beautification program and enhancement of public places could be funded like the Landscape & Street Furnishing Plan and Facade Renovation Program described earlier; i.e., by a special assessment or a levy placed on the properties that specifically benefit from the program.*
- *In cases where this implementation measure is limited to public (City owned) property, improvements should be financed by the general fund or by general obligation bonds.*

CIRCULATION ELEMENT



I. INTRODUCTION

A. PURPOSE

The purpose of the *Circulation Element* is to provide a transportation and infrastructure plan which is closely, systematically, or reciprocally related with the *Land Use Element*. The *Circulation Element* identifies the general location and extent of existing and proposed general thoroughfares, transportation routes, terminals, and other local public utilities and facilities, based on the circulation and transportation needs generated by the land use policies of the City's *Land Use Element*.¹

B. CONTENT

This *Circulation Element* is comprised of four primary components: (1) the City's adopted circulation **policy statements** which are the foundation of the element, (2) a description of the City's various associated **roadway classifications**, (3) the companion **circulation map**, and (4) a *Circulation Element implementation program*.

1. Policy Statements

The State General Plan Guidelines require that the *Circulation Element* contain development policies for the planning of infrastructure supporting the circulation of people, goods and communications, and that these policies be carefully correlated with the *Land Use Element*.

The City's *Circulation Element* policies are organized in this chapter into the following categories: street and highway system layout and improvement needs, associated street improvement funding considerations, transit needs, parking needs, non-vehicular circulation needs (i.e., pedestrian and bicycle provisions), transportation systems management/transportation demand management needs, railroad needs, trucking needs, and aviation needs. Each category of development policy is preceded by a general "Setting" statement which describes pertinent existing conditions, anticipated trends and related issues that the policies have been formulated to address, and a "Planning Agenda" statement which summarizes the intent of the related policy statements.

¹State Office of Planning and Research (OPR), State of California General Plan Guidelines, June 1987, page 84.

Also like the development policies in the *Land Use Element*, the circulation policies are broken down into goals, objectives, and policies.

2. Circulation System Designations

The identification of City circulation goals and policies is followed by a description of the City's adopted *roadway classifications*, which include Freeways, Major Arterials, Arterials, Collector Streets, and Local Streets. These descriptions include the purpose of each roadway classification and the associated right-of-way widths, lane, and parking requirements for each. This section also presents the City's official roadway system layout, the *Circulation Element circulation map*, on Figure 14.

3. Implementation Plan

Finally, the *Circulation Element* includes an Implementation Plan which outlines those actions which should be undertaken by the City in order to achieve the identified circulation and transportation policies. This Implementation Plan includes a description of state implementation requirements, a discussion of those implementation actions to be administered during local development review, a description of several additional, non-regulatory implementation programs which should be initiated by the city, and a discussion of the costs of these implementation actions and the financing options available to the city to cover these costs.

II. TRANSPORTATION POLICIES

Similar to the *Land Use Element*, this *Circulation Element* text sets forth statements of the City's development policy. These statements work together with the *circulation map* to provide concrete direction for the physical development of the City. As in the *Land Use Element*, the policy statements are presented in the form of goals, objectives, and policies.

The following policy statements are based on: (1) the findings of the Preliminary Planning Report (July 1990), (2) extensive public input and discussion from several public meetings and workshops held within the City of Tulare between August 1989 and August 1991, and (3) the results of a computer model transportation analysis based on anticipated buildout characteristics of the City's *land use map*.

City implementation measures related to these policy statements are described in section V of this general plan element.

A. STREET SYSTEM

1. Setting

a. Existing Roadway Configuration. The primary mode of circulation for people and goods through Tulare is the automobile via local roadways. The existing roadway system in Tulare is shown on Figure 8. The street system in Tulare is generally characterized by a basic grid of principal arterials spaced at approximate one-mile intervals. North/south arterials on this grid include Enterprise Street, West Street, Oaks Street, Hillman/Blackstone Street, and Mooney Boulevard (State Highway 63). Other north/south arterials include Pratt Street, E Street, I Street, J/K Streets, O Street, and Laspina Street. East/west arterials on the basic grid include Oakdale Avenue, Cartmill Avenue, Prosperity Avenue, Tulare Avenue, Bardsley Avenue, and Page Avenue.

Collector streets represent the next tier in the local roadway system, and are generally located every half mile.

The basic grid pattern is broken by Highway 99 which divides the City's Planning Area along a generally northwest/southeast trending arc, as shown on Figure 8. Freeway interchanges are generally located at one mile spacings, e.g., at Avenue 184, Avenue 200, South "K" Street, Paige Avenue, Bardsley Avenue, Tulare Avenue (SH 137), Prosperity Avenue, Cartmill Avenue, North "J" Street, and Liberty Avenue-Tagus. The grid pattern of

arterials is also broken by "J" and "K" Streets (Old Highway 99), a route which runs parallel to the Southern Pacific Railroad along a diagonal northwest to southeast alignment.

Local roads with regional importance include State Highway 137 which connects Tulare with Corcoran in Kings County and with Lindsey and State Highway 65 in eastern Tulare County, and State Highway 63 which connects Tulare with Visalia.

b. Level of Service Concept. The evaluation of street system capacity by municipal transportation planners typically involves the **level of service** concept, which is defined as a qualitative measure describing a range of typical operational conditions within a traffic stream, and the related perceptions of motorists and passengers with respect to delay, inconvenience, etc. The level of service range is typically divided into six categories which are given a letter designation from "A" to "F," with "A" representing the best operating conditions and "F" representing the worst. A specific level of service definition generally describes related operational conditions in terms of travel time, freedom to maneuver, traffic interruption and delay, comfort and convenience, and safety.

A complete definition of each level of service category from A to F is provided in Table 8.

The level of service (LOS) rating of a particular road system component (road link or intersection) is typically determined by the facility's volume-to-capacity ratio. As shown in Table 8, each level of service falls into a specific volume-to-capacity ratio range. "Volume" represents the actual (existing) or projected 24-hour traffic count on a specific segment of street or highway. The closer that the existing or projected traffic volume gets to the design capacity of the facility, the lower the operating efficiency of the street. Streets generally operate efficiently with traffic volumes up to 80 percent of design capacity (LOS C). From 80 percent to 90 percent (LOS D), the street begins to show deterioration in operating efficiency, but continues to provide a reasonable level of service. After 90 percent (LOS E), the street begins operating less efficiently and the driver is subject to excessive delays.

c. Existing Operation. In 1990, the various circulation system roadway links were generally considered to be adequate to handle existing traffic volumes. Most links were operating at LOS B or better. Those segments which were operating at LOS C included Cross Street from J Street to SH 99, Bardsley Avenue from SH 99 to Mooney, Tulare Avenue from West Street to SH 99. As of late 1992, no roadway links were operating at LOS D or worse. However, the traffic modelling completed for this *Circulation Element* update indicates that anticipated growth will require improvements to certain arterials, and freeway interchanges, including an additional freeway crossing at Oaks/"M" Street.

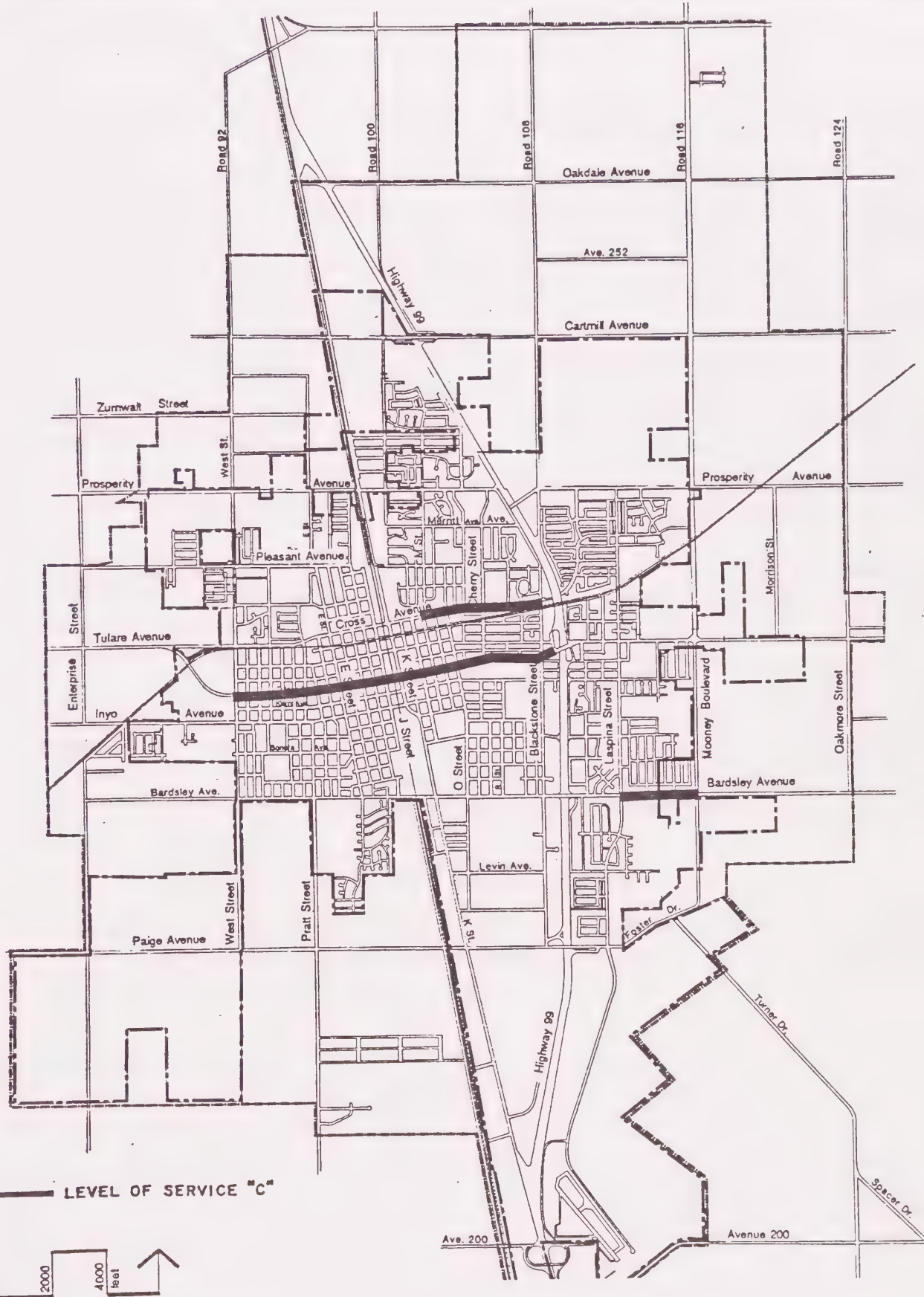


Figure 8
EXISTING STREET SYSTEM LEVEL OF SERVICE

Table 8
LEVEL OF SERVICE DESCRIPTIONS

<u>Level of Service</u>	<u>Conditions</u>	<u>Description</u>	<u>Volume-to-Capacity Ratio</u>
"A"	Free Flow	<i>Users are unaffected by other traffic. Freedom of speed and movement, level of comfort, convenience and safety is excellent.</i>	0.00 - 0.59
"B"	Stable Operation	<i>Users begin to notice other traffic. Freedom of speed continues to be good, but freedom to maneuver declines slightly.</i>	0.60 - 0.69
"C"	Stable Operation	<i>Users are affected by other traffic. Freedom of speed and maneuver are greatly affected. Traffic signals operate at maximum efficiency.</i>	0.70 - 0.79
"D"	Approaching Unstable	<i>Users are greatly affected by traffic. Comfort, convenience and safety significantly affected. Users wait more than one signal cycle to pass through an intersection.</i>	0.80 - 0.89
"E"	Unstable Operation	<i>Traffic volumes are at or near capacity. Users wait several signals to pass through intersection.</i>	0.90 - 0.99
"F"	Forced Flow	<i>Traffic volumes exceed the capacity of the street and traffic queues develop. Stop and go traffic conditions.</i>	1.00 and above

SOURCE: 1985 Highway Capacity Manual, Special Report 209, Transportation Research Board;
1965 Highway Capacity Manual, Special Report 87, Highway Research Board.

2. Street System Planning Agenda

The City of Tulare agenda for its roadway system is to improve existing streets to ensure safe and efficient future circulation; to set up the framework for the construction of adequate roadways as needed within future development areas; and to ensure that the local roadway system is compatible with existing and proposed land uses. In pursuit of this agenda, the City has set forth a logical hierarchy of street system classifications with differing functions and design standards. The City has also established an operational Levels of Service standard (maximum acceptable LOS level) for roadway segments, and has established policies with respect to the assignment of cost responsibility for roadway improvements. The City has also established a set of policies to properly coordinate development of the roadway system shown on the *circulation map* with implementation of the land use pattern set forth on the *Land Use Element's land use map*. These City intentions are presented on the following pages in the form of street system goals, objectives, and policies.

The City has identified a list of *roadway improvement projects* which will be necessary to achieve these policies and to offset the impacts of anticipated traffic increases within the community. These improvement needs are listed, mapped, and described in the Implementation Plan section (Section III) of this *Circulation Element*.

Future traffic conditions within the City were assessed using the Tulare County Regional Traffic Model (TCRTM).² The model, which was developed by the Tulare County Association of Governments, was used to project future traffic volumes on the local roadway network due to anticipated urban expansion under the proposed *Land Use Element* for the following two scenarios.

- Anticipated future land use with the existing street network;
- Anticipated future land use with an improved street network (i.e., with implementation of the various roadway system improvement needs identified in the Implementation chapter of this *Circulation Element*).

²The horizon year for this *Land Use Element* and *Circulation Element* update is 2005. The TCRTM evaluates growth and related transportation needs for the year 2010. The evaluation of future traffic conditions used for this *Circulation Element* update therefore identifies impacts which will occur in 2010, or five years beyond the horizon year of the element update. To reconcile this discrepancy, the list of improvements recommended in the Implementation section of this element is divided into those improvements necessary by the plan horizon year of 2005 and those improvements expected to be necessary beyond that timeframe. The use of the TCRT model for analysis of circulation conditions in 2010 has two important planning benefits: (1) it provides a longer term look at circulation system planning needs beyond the 2005 horizon, and (2) it allows for coordination between the circulation system planning efforts of Tulare and the other local jurisdictions also utilizing the TCRTM. A more detailed description of the analysis methodology utilized for this *Circulation Element* update is included in Appendix A.

3. Street System Goals, Objectives, and Policies

Street System Goals:

Goal 1: Maintain an efficient and safe roadway system throughout Tulare.

Goal 2: Provide a street system which is compatible with existing and proposed land uses.

Street System Objectives:

- (a) Establish a distinct hierarchy of thoroughfares, including freeways, major arterials, arterials, collector streets, and local streets.***
 - (b) Establish an adequate system of north-south and east-west major arterial streets which are divided, high volume connections between arterials and collectors and to the freeway.***
 - (c) Establish an adequate system of north-south and east-west arterial streets at approximately one-half-mile intervals to provide for the mobility of the traveling public.***
 - (d) Establish a system of collector roads located approximately every one-quarter mile in the City's developed areas.***
 - (e) Designate and maintain as local streets, all streets not designated as freeways, major arterials, arterials, and collector streets.***
 - (f) Construct the freeway interchange improvements necessary to adequately accommodate projected traffic volumes.***
 - (g) Maintain Level of Service "D" as defined in the Highway Capacity Manual (published by the Transportation Research Board of the National Research Council) as the minimum desirable service level at which freeways, major arterial streets, arterial streets, collector streets and their intersections should operate.***
 - (h) Establish a street network that provides quick, efficient routes for emergency vehicles, including police, fire, and emergency medical vehicles.***
 - (i) Provide adequate street widths to accommodate projected traffic volumes.***
-

-
- (j) *Maintain a system residential streets which is quiet and free from traffic not associated with residential land use.*
 - (k) *Establish adequate and safe access to all high intensity land use areas, including employment centers, shopping areas, and recreation facilities.*
 - (l) *Maintain a street system in good repair to ensure public safety, to minimize long-term maintenance costs for the driving public and the City, and to maximize incentives for private investment in the City.*
-

Street System Policies:

Policy 1. The City shall be responsible for improving existing roadway links and intersections which are identified as currently operating below Level of Service "D" Standard or as having other significant existing safety or operational deficiencies. (The existing conditions analysis showed no street segments operating below LOS "D".)

Policy 2. New development shall be responsible on a fair-share basis for mitigating any future roadway link or intersection level-of-service deterioration below LOS "D" due to cumulative traffic.

Policy 3. All new development shall be required to construct public streets within their project boundaries to standards consistent with related *Circulation Element* map designations and adequate to serve projected traffic volumes. Plan lines and rights-of-way should be provided to meet the standards of the appropriate street designation.

Policy 4. Should either of the existing railroad lines through the community ever be abandoned, the City and other relevant agencies should act swiftly to preserve the rights-of-way for circulation purposes (including roadways, transitways, bicycle paths, and pedestrian systems).

Policy 5. The City shall require all new developments to pay their share of the cost of developing arterials and major arterials which are within or adjacent to the project.

Policy 6. The City shall require developers to dedicate and develop major arterials and arterials within and adjacent to their projects when such improvements are deemed necessary to promote safe and efficient circulation patterns.

Policy 7. As a general rule, traffic signals shall be spaced no closer than one-quarter mile on major arterials and arterials, except in unusual circumstances. The intersections of arterial and

collector streets and the access driveways to major traffic generators shall be located so as to maintain this minimum signal spacing.

Policy 8. The City shall coordinate with Caltrans on the design of identified future freeway interchange improvement needs and on the establishment of a cooperative funding approach for the required improvements.

Policy 9. Where possible, major arterials, arterials, and collectors shall form four-leg, right-angle intersections. Jog, offset, and skewed intersections of such streets shall be avoided to the extent possible.

Policy 10. Local streets shall not carry unreasonable levels of through traffic. If local streets are determined to be carrying unacceptable levels of through traffic, the City shall take appropriate action to reduce the through-traffic levels by means deemed acceptable under the Vehicle Code of the State of California.

Policy 11. All new subdivisions shall be designed to minimize through traffic on residential streets.

Policy 12. Residential subdivisions shall be designed to encourage access from collector streets and to discourage use of local streets as alternatives (a bypass) to congested arterials.

Policy 13. Residential development shall be oriented away (side-on or rear-on) from major arterials and arterials, and properly buffered from these roadway types so that the traffic-carrying capacity on the street will be preserved and the residential environment protected from the adverse characteristics of the street.

Policy 14. All new subdivisions shall be designed to limit traffic speeds to safe levels.

Policy 15. The City's circulation system shall be designed and developed to minimize excessive noise impacts on sensitive land uses. New development shall mitigate traffic noise impacts where warranted (e.g., by constructing sound walls or berms, or by increasing setback distances).

Policy 16. Where major new activity centers are proposed along major arterial and arterial streets, designs shall be encouraged which minimize construction along the property line or along the adopted setback line, whichever is appropriate.

Policy 17. Consolidated driveways, access points and curb cuts shall be encouraged along existing developed major arterials or arterials when new development or a change in the intensity of existing development or land uses occurs or when traffic operation or safety warrants.

Policy 18. Future commercial developments or modifications to existing developments shall be master planned with limited points of ingress and egress onto arterials and major arterials.

Policy 19. Ingress and egress to shopping centers should be carefully designed in order to promote traffic safety. Lefthand movements into and out of commercial areas should be minimized and existing points of ingress and egress shall be consolidated whenever possible.

B. ROAD IMPROVEMENT FUNDING

1. Setting

The City has traditionally relied on local, state, and federal funding for highway and road improvements. The City's recent adoption of a ***development impact fee*** represents a significant policy change by including the development community as an important additional revenue source for roadway improvements.

2. Planning Agenda

The City of Tulare agenda for roadway system improvement funding is to adopt policies which clearly distinguish between the existing responsibilities of the City (the existing residents of the City) and the responsibilities of new development for projects necessary to maintain the roadway system at the City's adopted operational and design standards. The intent is to base these policies on the City's desire to require new development to pay for its impacts on the road system.

The maintenance of adequate investment in the existing and future street and highway system is a high priority for the City of Tulare. Specific funding methodologies are discussed in Section IV of this *Circulation Element*, under Implementation Plan.

3. Road Improvement Funding Goals, Objectives, and Policies

Goals:

Goal 1: Maintain a system for funding needed road improvements which will keep pace with road improvement needs as they occur.

Road Funding Objective:

(a) Responsibility for all major arterial, arterial, and collector street improvement needs, existing and future, should be allocated on a fair-share basis between the City and benefitting future development.

Road Funding Policies:

Policy 1. The City shall be responsible for completing those major arterial, arterial, and collector street connections identified as existing needs. Funding may come from designated gas and sales tax subventions, other state or federal sources, or the City's general fund.

Policy 2. Future development shall be responsible for its fair-share of street improvements required by cumulative traffic increases.

Policy 3. All new development contiguous to or traversed by a general plan designated major arterial, arterial, or collector street designation shall be required to construct that roadway segment to related City standards.

C. TRANSIT

1. Setting

Like all of Tulare county, local and regional transit service continues to develop in Tulare. Public and private transit services currently provided in the community are described below:

a. Public Services. The City of Tulare began operation of a public demand-response dial-a-ride transit service in 1980. The system, called DART, currently provides door-to-door service to the entire community. The DART service area is mapped on the following page. The City also contracts with the County of Tulare to provide similar service to unincorporated county areas within the Tulare planning area. Demand response service is provided by sedans and lift equipped vans. The fare in 1991 was 75 cents one way, and 10 discount tickets were available for \$6.00. Children riding with an adult paid 25 cents. Service was provided Monday through Saturday. Hours of operation were from 6:00 AM to 7:00 PM, Monday through Friday, and from 7:00 AM to 6:30 PM on Saturdays.

In response to the demand for additional service, the city also initiated fixed route transit service in 1988. The service, called Tulare Transit Express, operates three routes throughout the community. Service is designed around timed transfer in downtown Tulare, and is currently provided at 30 minute headways with vans and small lift-equipped buses. In 1991, the fare was 25 cents and the service was operated Monday through Saturday. The hours of operation were 6:45 AM to 6:40 PM, Monday through Friday, and 7:15 AM to 6:40 PM on Saturdays.

Until 1992, the City contracted with a private company to provide dispatching services, drivers, and operational management of the local transit system. The City now operates the

system using City vehicles. The City maintains the vehicles and provides fuel. The system is managed by the City through its Transit Manager (the Assistant City Manager). The City Council is responsible for adopting the system's annual budget and setting operational directions and policies.

Both the DART and Tulare Transit Express services have seen significant growth in ridership during the 1980's and 1990's. Ridership growth on DART through the early 1980's necessitated the implementation of the Transit Express Service in 1988. The following is a summary of the system ridership since the service began in 1980.

In addition to these city transit services, the County of Tulare operates one of its Tulare County Transit rural routes into Tulare twice a week from the south county (Earlimart, Pixley, and Tipton).

The College of the Sequoias also operates a bus route from Pixley and Tipton through Tulare to the college campus in Visalia. Operation is limited to the academic year (August to May). This service provides access to the college for students living in the south county area.

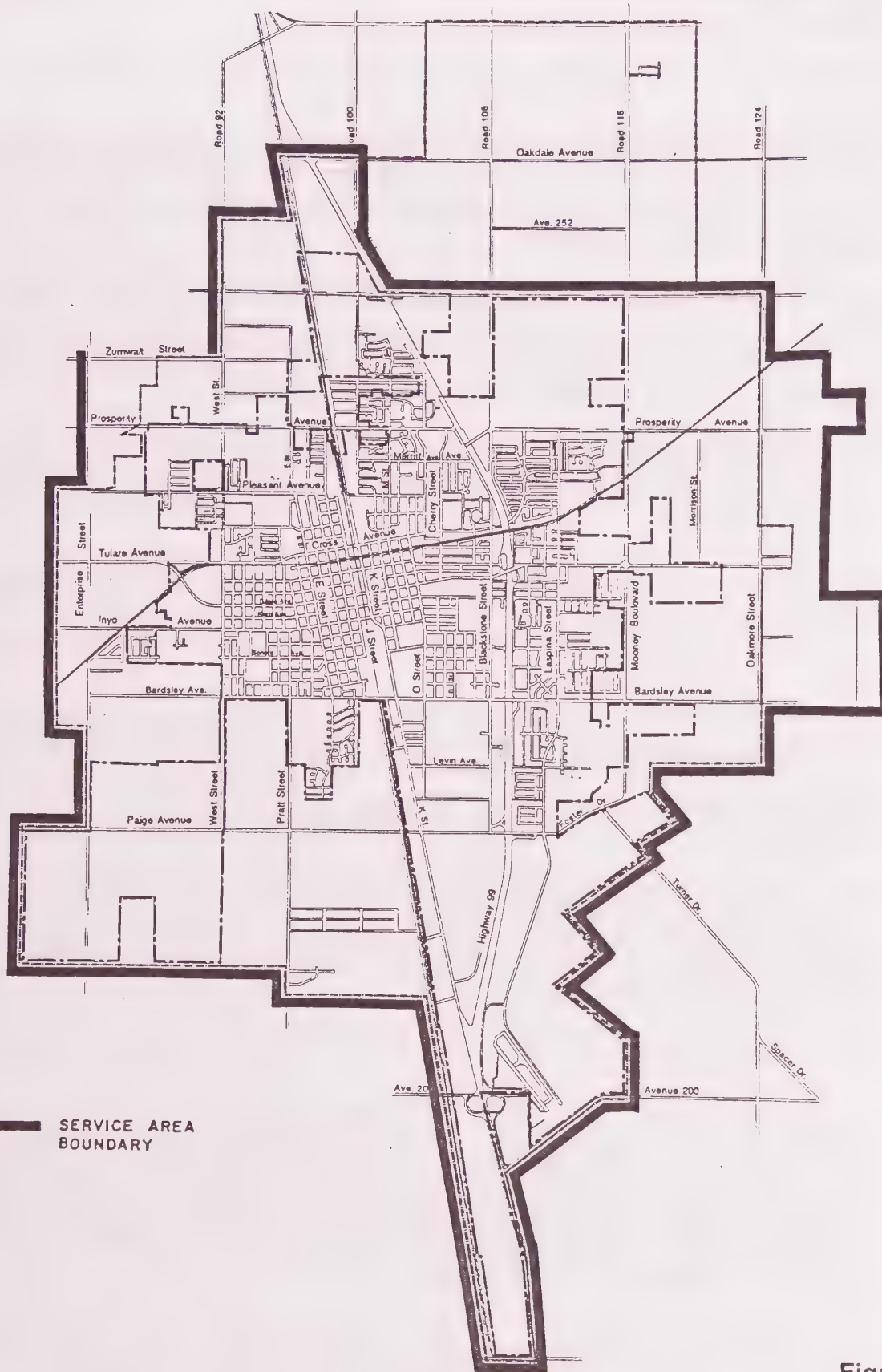
b. Private Services. Tulare is also served by both Greyhound and Trailways commercial bus lines. Greyhound purchased Trailways in 1988 and currently operates Trailways as a separate subsidiary. Greyhound and Trailways operate approximately 10 southbound schedules and 10 northbound schedules per day through Tulare.

The Tulare Bus Station is located near the corner of Inyo Avenue and "M" Street. Tulare Transit provides service to the bus station on Route 2. DART also provides door-to-door service to and from the station. In addition, Tulare County Transit provides service to the station on its Tulare Rural Route.

2. Planning Agenda

a. Growth in Use. The growth in public transit service ridership in Tulare over the past 12 years has been substantial. The system can be expected to see continued growth in ridership over the next 20 years. Service demand can be expected to concentrate in the existing industrial areas and the new residential and commercial areas of the community. Service demands to and from the Visalia Transportation Center located at the Visalia Airport for people traveling to and from Tulare.

Public and private transit service can be expected to play an ever-increasing role in the mitigation of traffic congestion and parking problems within the community. Transit, where appropriate, can provide a low-cost solution to many circulation problems.



— SERVICE AREA BOUNDARY



Figure 9
DART SERVICE AREA

SOURCE: Transportation Planning Group

General Plan Update City of Tulare

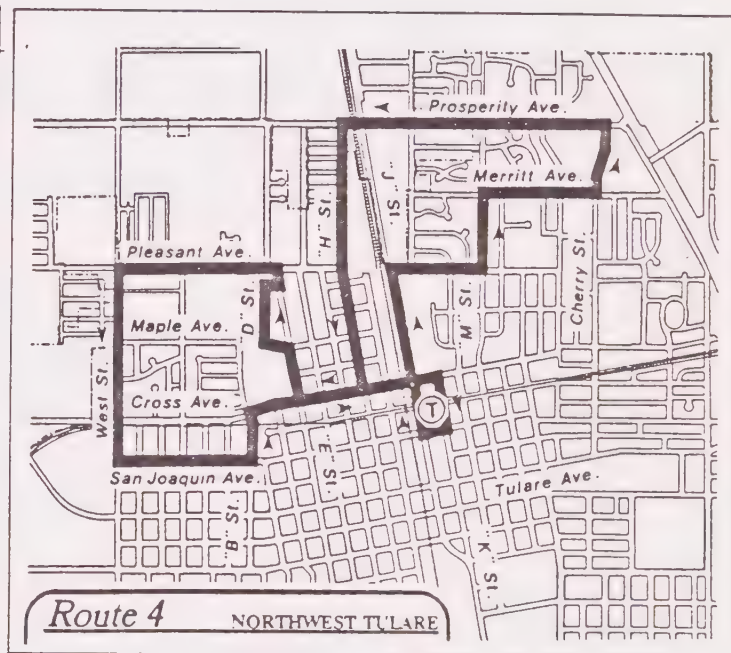
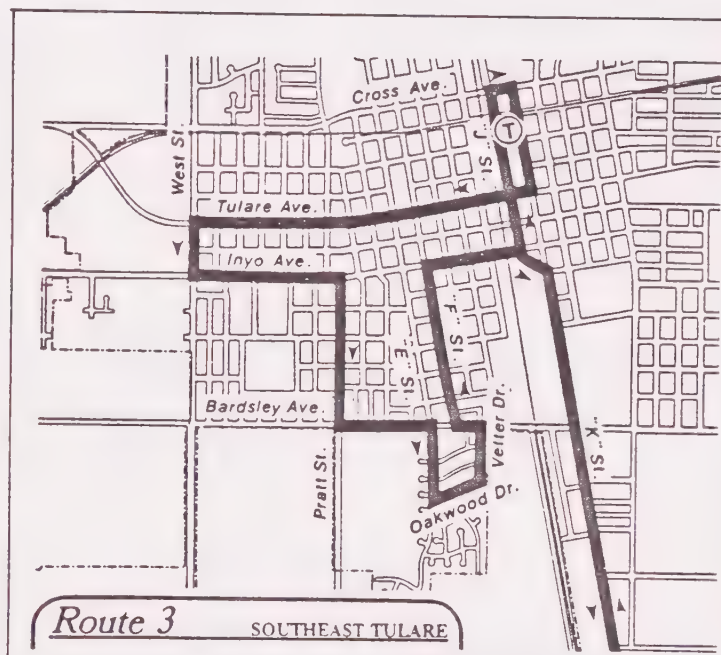
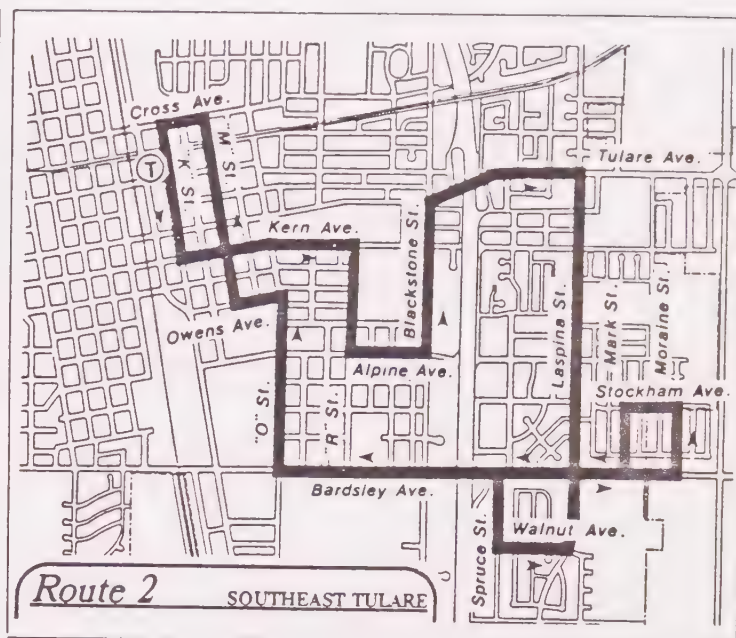
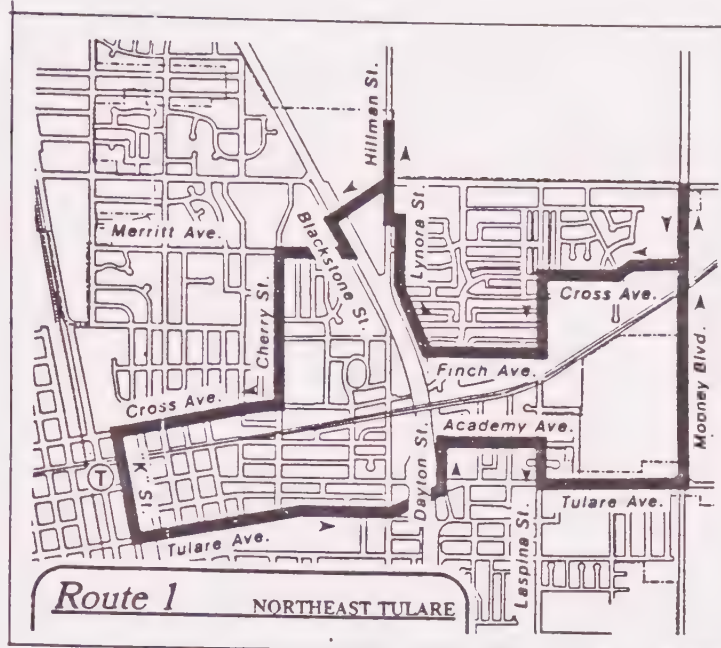
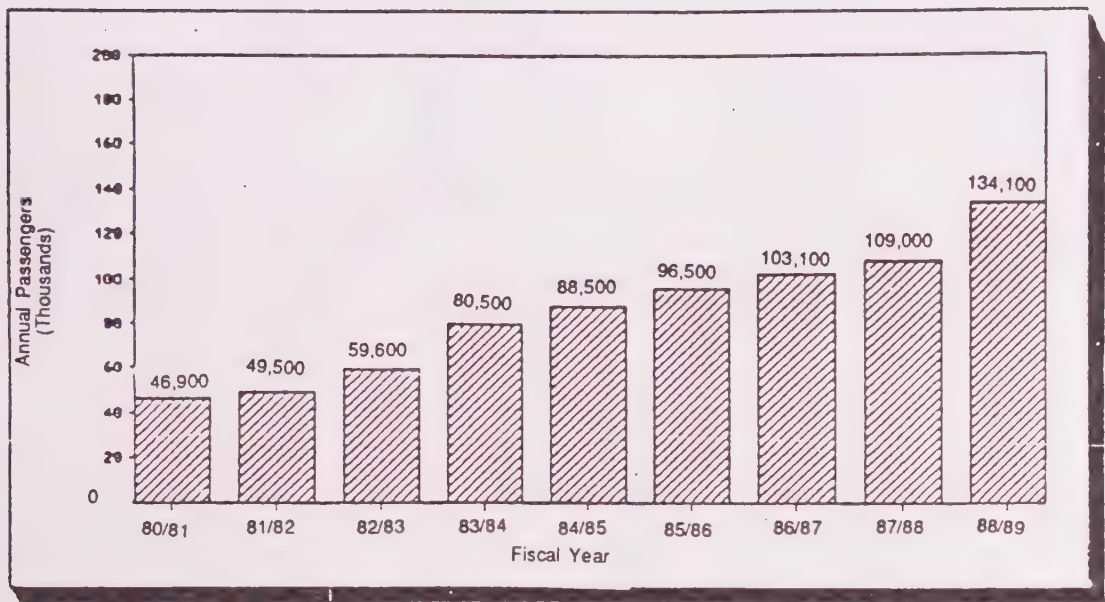


Figure 10
TULARE TRANSIT EXPRESS SERVICE ROUTES

DART and Tulare Transit
ANNUAL RIDERSHIP



b. Air Quality. The future relationship of public and private transit to regional air quality improvement is of growing importance as the valley looks for ways to decrease mobile emissions from automobiles. This relationship is an increasingly important land use and circulation planning consideration for the cities in the valley, since they can be expected to carry the burden of reducing mobile emissions.

The City's policies on public and private mass transit are based on the City's desire to provide alternative methods of transportation to those residents who need them (e.g., the elderly, persons without automobiles, children, etc.) to relieve traffic congestion on the City's street system, and to reduce mobile emissions from automobiles.

3. Transit Goals, Objectives, and Policies

Goal: Maintain and develop an adequate transit system to provide for the needs of the local and regional needs of the residents of Tulare.

Transit Objective:

- (a) *Promote increased use of public transit as a means to reduce traffic congestion and air quality impacts.*
 - (b) *Encourage provision of adequate public transportation links with other communities in Tulare County and adjacent counties.*
-

Transit Policies:

Policy 1. All new development proposals shall be evaluated with respect to the need for and feasibility of locating public transportation facilities (e.g., a continuous parking lane with bus stops, special bus turn-outs, etc.).

Policy 2. Where security walls, noise barriers, or fences are proposed adjacent to residential development along arterials or collectors, pedestrian access should be provided between the street and the residential development to allow access to transit vehicles on the street. Bus stop seating and shelters should be integrated into the wall design to the extent possible (in consultation with City transit authorities).

Policy 3. The City shall facilitate reasonable proposals to bring regional public transportation service (including Amtrack or other passenger rail service) to Tulare.

D. PARKING

1. Parking Setting

Parking issues in Tulare are currently focussed on the downtown area. Downtown Tulare is served by a 25-block *Parking District* administered by the *Municipal Parking Authority*. The District maintains seven parking lots which contain a total of 481 parking stalls. The downtown area is generally well served with parking. However, localized parking problems have been identified around City Hall and the court building, around the U.S. Post Office, and near Union High School. These problems are generally attributable to employee parking demands, businesses outgrowing their physical plant, lack of adequate signage, conflicts between short term vs. long term parking demands, and a simple lack of adequate parking at the high school.

2. Parking Planning Agenda

Like many communities, downtown Tulare will continue to have an ongoing need for periodic evaluation of parking supply vs. the parking demand. As downtown activities intensify, the demand for parking will increase. The effective management of the existing parking supply, the development of additional parking, and the use of Tulare Transit for alternative access to and from downtown will be the strategies used to address this issue.

The following City policies have been formulated with particular attention to the City's desire to provide adequate and convenient parking for local businesses. The policies are meant to address real existing shortages of parking in localized areas within downtown, as well as the overall need for convenient parking.

3. Parking Goals, Objectives, and Policies

Goal: Provide adequate and convenient parking in the City.

Parking Objectives:

- (a) Provide adequate and convenient parking in downtown Tulare.*
 - (b) Provide adequate and convenient parking in all residential neighborhoods, as well as in industrial, office, and commercial areas.*
 - (c) Avoid conflicts between parking and smooth traffic flow.*
-

Parking Policies:

Policy 1. Provision of parking in the downtown shall continue to be the responsibility of the Municipal Parking Authority (MPA).

Policy 2. Adequate downtown parking shall be provided by the MPA within convenient proximity to downtown retail, offices, and service business locations.

Policy 3. Parking shall not be separated from the development it serves by arterial streets, and should be within convenient walking distance.

Policy 4. On-street parking should be eliminated where traffic volumes necessitate additional travel lanes.

Policy 5. The City shall discourage non-residential parking on residential streets.

Policy 6. All new public development in and around downtown should provide onsite parking in accordance with the Zoning Ordinance, if determined necessary by the City.

Policy 7. Businesses in the downtown parking district that generate high parking demand should provide onsite parking in accordance with the Zoning Ordinance, if deemed necessary by the City.

E. NON-VEHICULAR CIRCULATION

1. Non-Vehicular Circulation Setting

a. Bicycles. To date, the need for bicycle facilities in Tulare has been primarily associated with school children riding to school and some recreational trips. Recreational biking in Tulare has remained as an informal activity with few specific high activity locations or focused destinations. Local desires for a more formalized local bicycle program arose in several community discussions associated with the general plan update program. Currently, there are no designated bicycle routes, lanes or paths developed within the community.

b. Pedestrians. Pedestrian access in Tulare is provided for with City sidewalks. The City has an active program of requiring the installation of sidewalks with all new construction. However, much of the older part of the community or portions originally developed in the county do not have sidewalks at all, or have inadequate existing sidewalks.

The City has established a special program for installing handicapped curb cuts in newer areas.

2. Non-Vehicular Circulation Planning Agenda

a. Bicycles. The level of local bicycle use and associated facilities needs can be expected to significantly increase over the life of this element. The proposed bicycle route layout depicted on Figure 11 delineates bike routes that could be developed to assist in the movement of bicyclists across and through the community. The proposed bicycle routes utilize West Street, Tulare Avenue, Inyo Avenue, West Street, "E" Street, South "K" Street, and Laspina Avenue as the backbone of a community-wide network. This network has been proposed to provide access to primary recreational areas, promote recreational bicycling through the community, and provide a basic network for bicycle commuting. The proposed bicycle routes have been specifically designed to provide access to downtown Tulare, schools, and parks.

The development of bicycle facilities in Tulare should be guided by the Caltrans Highway Design Manual and the Caltrans Manual on Uniform Traffic Control Devices. The Highway Design Manual identifies four types or classifications of bicycle facilities.

- (1) *Shared Roadway (No Bikeway Designation)*: Most bicycle travel in the State now occurs on streets and highways without bikeway designations. This will probably be true in the future as well. In some instances, entire street systems may remain adequate for safe and efficient bicycle travel, and signing and striping may be unnecessary.
- (2) *Class I Bikeway (Bike Path)*: Generally, separate bike paths should be used to serve corridors not served by streets and highways or where wide rights-of-way exist, permitting such facilities to be constructed away from the influence of parallel streets. Bike paths should also offer opportunities not provided by the road system.
- (3) *Class II Bikeway (Bike Lane)*: Bike lanes can be established along streets in corridors where there is significant bicycle demand, and where there are distinct bike needs that can be served by a designated lane. Bike lanes are intended to delineate the portions of the right-of-way assigned to bicyclists and motorists and to provide for more predictable movements by each.
- (4) *Class III Bikeway (Bike Route)*: Bike routes are designated shared roadway facilities which serve either to:
 - (a) Provide continuity to other bicycle facilities (usually Class II bikeways); or
 - (b) Designate preferred routes through high demand corridors.

For the proposed future bike route system delineated on Figure 11, the establishment of the type of bikeway facility for each route segment will be dependant on the suitability of associated streets, the level of bicycle demand, and the availability and prioritization of funding.

b. Pedestrians. The community can also expect to see expanded pedestrian demands and facilities in the future. Additional sidewalks will be constructed as part of new development. Retrofitting and replacement of existing deficient sidewalks in older portions of the city with heavy pedestrian traffic is also an identified community priority.

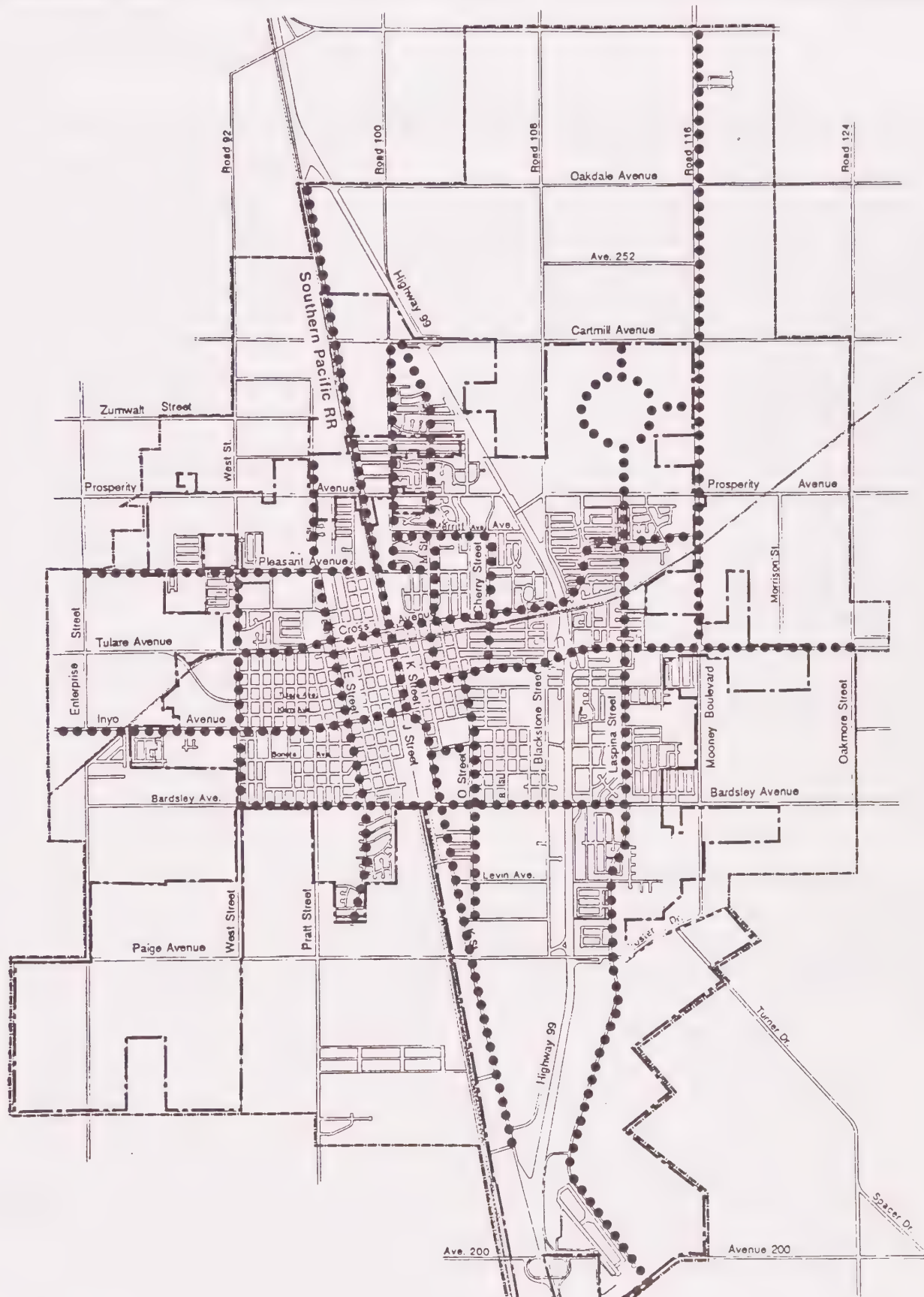


Figure 11
PROPOSED BICYCLE PLAN

3. Non-Vehicular Circulation Goals, Objectives, and Policies

The following policies relating to non-vehicular circulation are intended to address the current inadequacies in and anticipated future needs for bicycle and pedestrian circulation facilities in Tulare. Policies relating to bicycle facilities concentrate on the need for the implementation of a proposed citywide bicycle system plan. Policies relating to pedestrian facilities concentrate on requirements for future development and the retrofitting of those existing urban areas which are not adequately served.

Goal: Maintain an efficient and safe non-vehicular circulation system throughout Tulare.

Non-Vehicular Circulation Objectives:

- (a) Provide continuous and safe sidewalks, paths, and appropriate crosswalks on all City streets and through appropriate open space areas, especially near schools, parks, in the downtown area, and in other areas with substantial pedestrian traffic.*
 - (b) Develop a comprehensive bike path, bike lane, and bike route system throughout the City, including those routes designated on Figure 11 of this document.*
 - (c) Encourage easy and safe access to recreation areas, other public places, and commercial areas for pedestrians and bicyclists.*
-

Non-Vehicular Circulation Policies:

Policy 1. All new development shall be required to provide sidewalks or other suitable pedestrian facilities. Whenever feasible, pedestrian paths should be developed to allow for unobstructed pedestrian flow within neighborhoods.

Policy 2. The correction of sidewalk deficiencies (i.e., damage to existing sidewalks or lack of sidewalks) in established neighborhoods shall be the responsibility of the adjacent property owner.

Policy 3. All recreation areas, public places, and commercial development shall be designed to facilitate easy access by pedestrians and bicycles. Development designs for these land uses shall include benches, bike racks, etc., when appropriate.

F. TRANSPORTATION SYSTEM MANAGEMENT/TRANSPORTATION DEMAND MANAGEMENT

1. TSM/TDM Setting

a. TSM/TDM Concepts. Transportation System Management (TSM) is defined as the use of various management strategies to maximize the efficient use of the existing transportation system. The goal of transportation system management is to use low-cost solutions to congestion problems, thus postponing the need for large capital investments. As the region grows, TSM is now emerging in Tulare County as a viable interim transportation planning option. As traffic and parking demands continue to increase, TSM strategies can be used to assist in mitigating associated problems. Typical TSM measures and strategies include various combinations of the following:

- Roadway restriping,
- Traffic signal timing,
- Carpooling programs,
- Employer van-pool programs,
- Staggered work hours,
- Increased public transit service in peak hours, and
- Transit use incentives.

Tulare is experiencing significant growth in traffic and parking demands. As the existing roadway system approaches capacity, TSM strategies can be used to assist in addressing these issues. The City has already implemented several TSM strategies in the recent past. These measures have included the restriping of Bardsley Avenue to four lanes from State Highway 99 to "R" Street, the modification of traffic signal timing plans at various locations to match peak-hour traffic demand, and the promotion of transit service for home-to-work trips.

b. TDM Ordinance. As a result of the passage of Proposition 111 in 1990, and the subsequent requirements of the related Tulare County Congestion Management Program, the City of Tulare has developed and adopted the Tulare Transportation Demand Management Ordinance. The purpose of this ordinance is to promote the development of Transportation Demand Management (TDM) programs for all existing and new developments with one hundred or more employees. The goal of the ordinance is to reduce traffic congestion during peak hours and thereby improve air quality within the City. The designated measure of ordinance effectiveness is the attainment of an average vehicle ridership rate goal of 1.5 during the morning peak period (7 AM to 9 PM) by 1999. The ordinance has been adopted and affected employers have until July 1, 1993 to submit their

initial TDM plans. The City of Tulare is committed to working with these employers to successfully implement this program.

c. Congestion Management Network Requirements. The requirements of the Tulare County Congestion Management Program also effect the local process for reviewing and approving development projects. The Tulare County Association of Governments has designated several streets in the Tulare area as part of the Tulare County *Congestion Management Network*. The streets are SH 63 (Mooney), SH 99, SH 137 (Inyo, "M" and Tulare) and Hillman Street. The Tulare County Congestion Management Program requires that a level of service (LOS) of "E" be maintained on each of these facilities. As development takes place, the program requires that the local jurisdictions review individual development projects for impacts to the *Congestion Management Network*. If it is determined that the development will contribute to the long range deterioration of the network or will in itself cause the LOS to drop below "E", then the local jurisdiction must prepare a plan for maintaining adequate LOS on that facility.

The City of Tulare is currently exempt from this Tulare County Congestion Management Program local development review requirement because it currently has a comprehensive development impact fee that will contribute to improvements to these *Congestion Management Network* facilities. The planned improvements will maintain the level of service of these facilities above the level of service "E." In addition to these impact fee funds, significant levels of funding have also been committed to improve SH 63 (Mooney), SH 99, and SH 137. This additional regional revenue will ensure that the *Congestion Management Network* within the Tulare area will be developed with adequate capacity to accommodate planned land uses. The only exceptions to this development review requirement exemption would be general plan amendments, which would be subject to the review requirements of the Congestion Management Program.

2. TSM/TDM Planning Agenda

With ever-increasing local traffic volumes and limited resources to expand the capacity of the existing street and transit systems, transportation system management (TSM) and transportation demand management (TDM) will play an important role in future Tulare transportation planning efforts.

a. TSM. The City's intention with respect to transportation system management is to expand the carrying capacity of streets and transit systems through low cost strategies. The strategies are to be used to postpone or avoid costly expansions of facilities or service. Traffic signal timing or coordination, additional lanes at intersections, transit service enhancements, parking management, and traffic management are all examples of transportation system management strategies which are expected to be used. Coupled with

other air quality and congestion management strategies, these measures will result in significant improvement of existing facilities and services prior to expansion.

b. TDM. The City's intention with respect to TDM is to promote the long-term shifting of peak hour commute trips from the single-occupant automobile to ridesharing, transit, bicycling, walking, etc. This agenda will be carried out through implementation of the existing TDM Ordinance.

c. Ridesharing. A particularly important emerging component of any TSM or TDM program is ridesharing. More commonly referred to as carpooling or vanpooling, "ridesharing" will become a strategy for addressing future local air quality, congestion, and parking demand management needs.

With the San Joaquin Valley designated as a "severe" area for air quality attainment, peak hour auto occupancy during the commute hours must be increased significantly by the year 1999 as a means of reducing congestion. Ridesharing can play a critical role in meeting this requirement.

In conjunction with air quality management efforts, congestion management plans will look to ridesharing to assist in limiting commute period impacts on critical road segments and intersections by increasing the person carrying capacity of a road through reduction in the number of vehicles using a facility during peak hours.

3. TSM/TDM Goals, Objectives, and Policies

Goal: Improve the City's transportation systems through use of transportation systems management and transportation demand management.

TSM/TDM Objective:

(a) Incorporate TSM and TDM into City street improvement programs and the development review process.

TSM/TDM Policies:

Policy 1: New residential, commercial, industrial, and institutional development shall be evaluated with respect to the incorporation of potential TSM and TDM strategies.

G. TRUCKING

1. Setting

Truck routes have already been established on all state highways and some arterial streets in Tulare. This system of designated truck routes is designed to provide access to service facilities and to provide for delivery of goods while minimizing impacts on normal vehicular traffic and sensitive frontages. As shown on Figure 12, the designated truck route system in Tulare generally follows the City's arterial and the state highway system.

Major truck terminals are located throughout the community, reflecting the heavy agricultural orientation of industry in Tulare. In particular, the location of several food processing plants in the southern part of the community has increased the level of truck traffic in that area.

Recent federal highway legislation has modified regulation of the size and operation of large interstate trucks. Interstate trucks also have significantly different operating characteristics than normal automobiles and require special access clearance prior to using City streets. The designated truck route system in Tulare which is shown on Figure 2 has been determined based on the following interstate truck operational considerations: (a) the potential for damage to the street, signing and other fixed objects in the roadway due to their increased weight and size; (b) possible conflicts between automobile and truck traffic; and (c) the nuisance impacts of truck traffic (noise, safety, etc.).

2. Truck Planning Agenda

The future will see an increase in the number of trucks operating on the Tulare and regional roadway systems due to anticipated expansions in the production of agricultural goods and services, in the overall Tulare industrial base, and in community commercial activity. Expansion of the designated truck route system will be necessary as this industrial and commercial development takes place.

The following general plan goals, objectives, and policies reflect the City's desire to accommodate this increased truck traffic with minimal adverse impacts:

3. Truck Route Goals, Objectives, and Policies

Goal: Provide an efficient truck route system that adequately serves the industrial and commercial areas of Tulare.

Truck Route Objectives:

- (a) Provide a truck route system which minimizes conflicts between truck and automobile circulation.*
 - (b) Provide a truck route system and related parking limitations which minimize truck traffic impacts on residential neighborhoods.*
-

Truck Route Policies:

Policy 1. No industrial or commercial development shall be approved unless proximate to local truck routes.

H. AVIATION

1. Setting

a. Tulare Municipal Airport. Mefford Field (Tulare Municipal Airport) has a long history. Initially developed in 1937 by the Mefford Brothers, the original field was a grass strip located on an 85-acre site. In 1940, the airport was expanded to a surfaced facility. During World War II, the U.S. Army Air Corps used the airport as a training facility. In the late 1940's, the County of Tulare began making improvements to the airport, including reconstruction of the runway. The City of Tulare purchased the airport in 1971 and began operating the facility as a municipal, general aviation airport. In 1973 the Tulare Airport Master Plan was prepared by the City to guide compatible development of the airport and its surroundings.

Mefford Field is classified by the Federal Aviation Administration as a General Transport-I Airport, and is included in the *Tulare County Aviation Element and Airport System Plan*.

The development of Mefford Field has corresponded to the increase in general aviation activities in the area. As one of the primary airports in Tulare County, Mefford Field provides for a wide variety of aviation activities and support services.

In 1992 there were approximately 82 aircraft based at the airport, and estimated annual operations totalled 82,000. Existing facilities include a 3,900-foot by 75-foot runway, a taxiway, runway lighting systems, and a non-directional beacon.

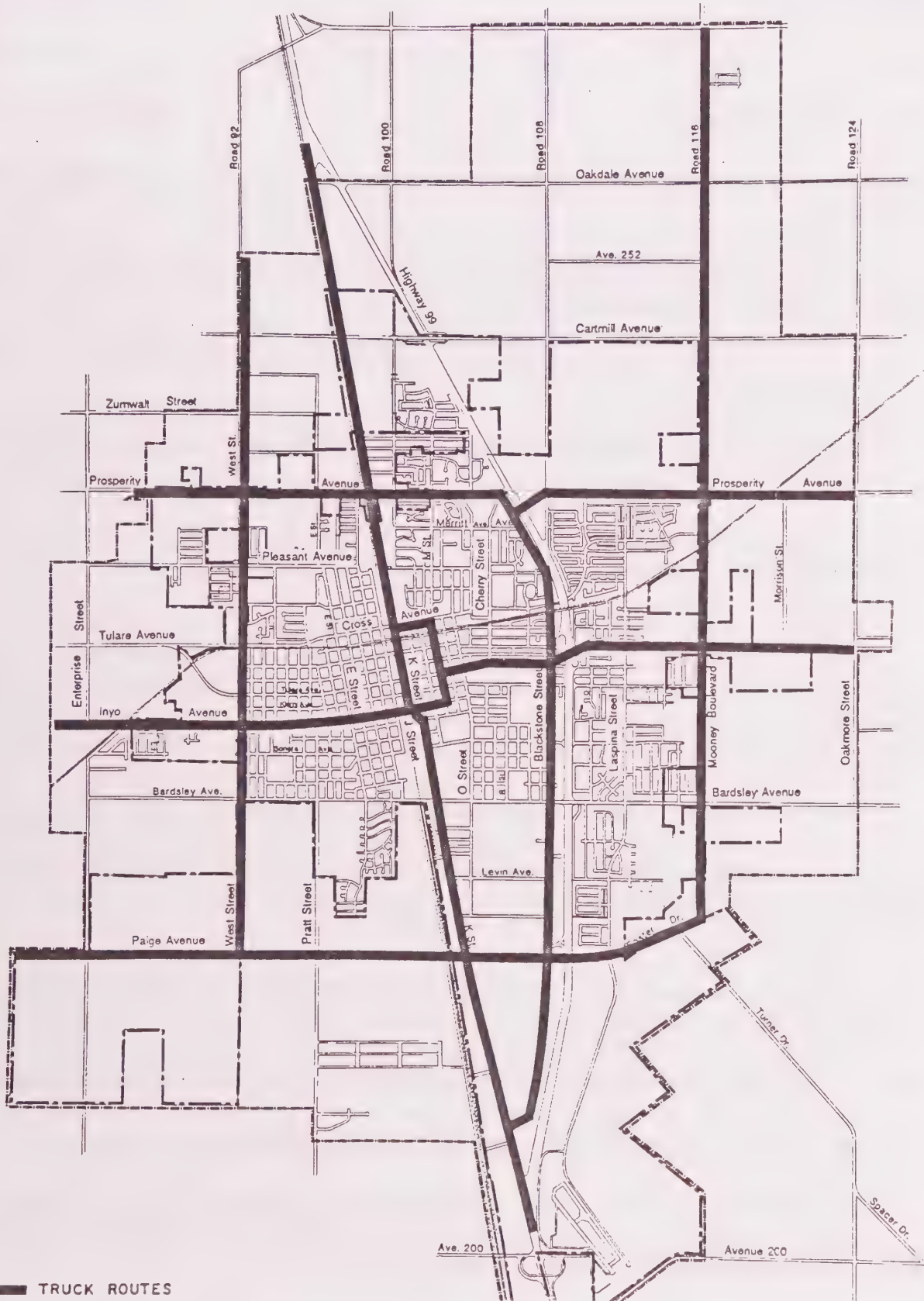


Figure 12
TRUCK ROUTE SYSTEM

Hanger facilities at the airport include ten Port-a-Ports, 20 "T" hangers, six large private hangers, and one large public hanger. Currently, nine fixed-base operators are located at the airport. The number of fixed-base operators fluctuates with seasonal activities related to the agricultural industry.

The airport is a municipally owned and operated facility under the management of the Airport Manager (the Assistant City Manager). The Tulare City Council is responsible for the airport and also acts as the Airport Land Use Commission (ALUC). The city has also established an Aviation Commission which reviews and makes recommendations on issues affecting the airport. The city contracts with a concessionaire to provide fuel services and basic operational services at the airport.

b. Nearest Commercial Passenger Service. Commercial air service is currently available at the Visalia Municipal Airport (12 miles to the north) where limited commuter service to San Francisco and Los Angeles is provided. Additional passenger service is available at the Fresno and Bakersfield airports, including service to San Francisco, Los Angeles and other western cities.

2. Aviation Planning Agenda

The Tulare Municipal Airport Master Plan forecasts a modest increase in corporate aircraft use at Mefford Field and possible service by a commuter airline near the end of the planning period (i.e., by 2010). The plan anticipates that the number of aircraft based at Tulare, as well as the number of annual operations, may double by the year 2010.

The following goals, objectives, and policies outline the City's desires with respect to aviation services provided by the Tulare Municipal Airport (Mefford Field). Primary concerns include the need to prevent incompatible land uses near the airport, the need for continued monitoring of pollution from pesticide spraying, and the need to recognize the importance of the airport as a vital service to the City's business and agricultural community, and as a recreational facility. Because the airport serves as the primary airfield in the area, the City supports efforts to upgrade its service capacity.

3. Aviation Goals, Objectives, and Policies

Goal: Maintain adequate general aviation air service to business, recreational and agricultural enterprises in Tulare.

Aviation Objective: Accommodate increased local demands for aviation service at the Tulare Municipal Airport (Mefford Field).

Aviation Policies:

Policy 1. The City shall prohibit incompatible land uses (i.e., schools, public buildings, and tall structures) in the designated Airport Protection Zone. Other uses may be allowed pending approval by the City Council.

Policy 2. The City shall support reasonable expansion of Mefford Field to serve City business, recreational, and agricultural needs.

I. RAIL

1. Setting

a. History. Tulare was founded in the 1870's as a rail head by the Southern Pacific Railroad, and served as the end of the rail line and as a main maintenance facility. The eventual extension of the SPRR rail line to Bakersfield and the subsequent moving of the maintenance facilities to other locations ended the town's exclusive dependence on the railroad, but the influences of the railroad on the community continued nevertheless.

b. Existing Transport Service. Tulare is currently served by both the Southern Pacific Railroad and the Santa Fe Railroad. Both railroads have had a major influence on the development of the community and the overall circulation system.

The Southern Pacific line, which bisects the community into east and west halves, is the company's mainline track through the San Joaquin Valley and provides direct service to the Bay Area and Southern California. Southern Pacific, which was recently sold by Santa Fe to the Denver and Rio Grande Railroad, operates approximately 24 through trains and two local trains per day on this line. Southern Pacific also has several spur lines in the community providing access for local shippers.

The Santa Fe line connects Corcoran, Tulare and Visalia with Fresno to the north. This is a little used branch, with approximately one train per day operating on the line. At one time (during the proposed merger of Santa Fe and Southern Pacific), Santa Fe proposed to abandon this line between Visalia and Corcoran.

c. Existing Passenger Service. Tulare is not currently served by AMTRAK passenger service. The closest AMTRAK station is located in Hanford, 22 miles to the northwest. AMTRAK feeder bus service is operated in Tulare County, with the closest stop located in Visalia. Currently, three AMTRAK trains per day operate in the San Joaquin Valley, providing passenger service to Bakersfield and Southern California to the south and Fresno, Sacramento and the Bay Area to the north. Connections to eastbound trains can be made

in Los Angeles, Sacramento or Oakland. Service connections to Sacramento and Los Angeles are provided by AMBUS feeder services between Stockton and Sacramento, and between Bakersfield and Los Angeles.

2. Rail Planning Agenda

a. **Railroad Transport Service.** Future rail service to Tulare will continue to be influenced by factors outside the control of the City. Both the Southern Pacific and Santa Fe railroads will continue to experience substantial competition by the trucking industry. Without significant federal and state regulatory changes, the long-term health of both railroads is questionable. Continuing commercial freight shifts from rail to trucks will further limit the level of service to the community and may ultimately lead to abandonment of one or more of the local rail lines.

b. **Railroad Passenger Service.** Over the past five years, the state of California has committed to upgrading passenger rail service in the San Joaquin Valley. Discussions have centered on reintroducing passenger service to the Southern Pacific line in Tulare County south of Hanford. Since specific rail stops for this proposed passenger service have not yet been established, it is possible that the sole Tulare County stop could be located in Tulare. While significant additional work needs to be accomplished by the state to achieve this goal, the city of Tulare could benefit significantly from this effort.

3. Rail Goals, Objectives, and Policies

Goal: Support the continuation of viable rail transport service and the reintroduction of passenger rail service to Tulare.

Rail Objective: Provide necessary land use designations, public facilities, and circulation improvements necessary to facilitate continued rail transport service and the reintroduction of passenger rail service to Tulare.

Rail Policies:

Policy 1. The City shall support all efforts to maintain rail transport service and to reintroduce rail passenger service to Tulare.

Policy 2. Future railroad system development should be coordinated with relevant planned circulation system projects listed in the implementation section of this *Circulation Element* (e.g., the railroad overcrossings at Cartmill and Bardsley, the at-grade crossing at Pleasant Avenue, and the associated moving of the existing passing track to a location north of Cartmill Avenue).

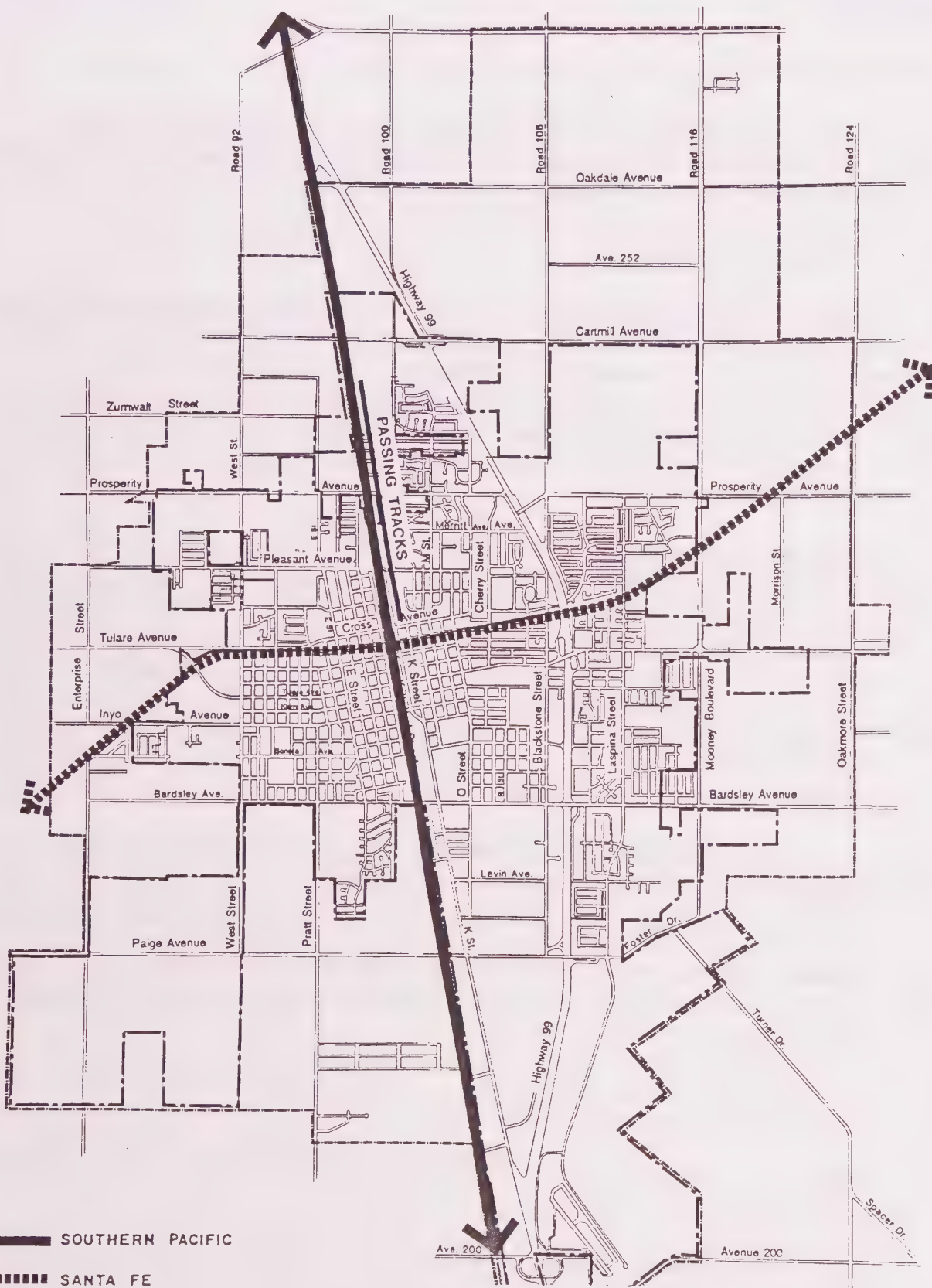


Figure 13
RAILROADS

SOURCE: Transportation Planning Group

General Plan Update City of Tulare

III. CIRCULATION SYSTEM DESIGNATIONS

The following chapter describes the two principal components of the city's official circulation system: the **circulation map** and an associated **roadway classification** hierarchy.

A. THE CIRCULATION MAP

As called for by the State of California General Plan Guidelines, this section of the Tulare *Circulation Element* contains a **circulation map**, Figure 14, which identifies the location of existing and future roadways (differentiated by roadway classification), transportation terminals, and other transportation and circulation related public facilities. The roadway classifications, roadway pattern, and location of other facilities shown on the **circulation map** have been determined based on needs associated with the pattern and extent of community buildout allowed by the City's *Land Use Map*.

For the existing urbanized portion of the City's planning area, the *Circulation Element* identifies classifications and standards for streets already in existence. In many cases, local streets are already developed to these plan-designated standards. In other cases, public works improvement projects will be needed in the future to accommodate projected increases in traffic demands.

For the existing undeveloped portion of the City's planning area, the purpose of identifying future major arterials, arterials and collectors is somewhat different. In these anticipated future development areas, it is necessary to lay the foundation and the principles for a circulation plan that will adequately accommodate future land uses if and when planned development occurs. The **circulation map** provisions for these undeveloped areas are intended to officially inform both the future developers of the land and the present and future residents of the City regarding the anticipated parameters of the community's future circulation.

The planned roadway system hierarchy shown on the **circulation map** and described in the following section constitutes the official Tulare *Circulation Element* street system.

B. ROADWAY CLASSIFICATIONS AND IMPROVEMENT OBJECTIVES

A city's street system is typically composed of a hierarchy of street types with different functions and capacities. However, all highway and street facilities serve two basic functions: mobility and land access. Some roadway types emphasize land access over mobility, while other types emphasize mobility over land access. The roadway classifications for the City of Tulare are described below.

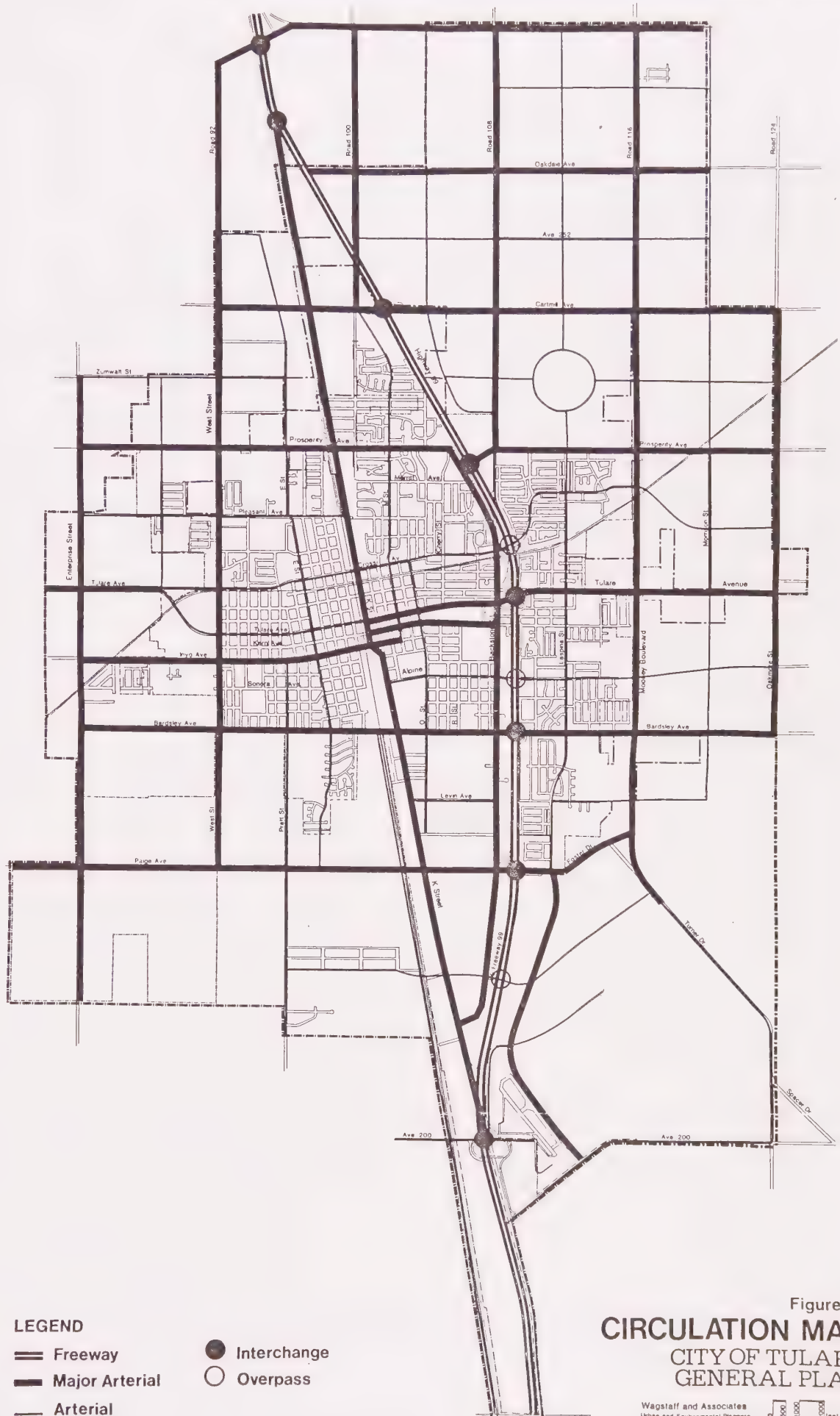
1. State Freeways and Highways

Freeways and highways provide for high volume, high speed, interregional travel with limited local access via widely spaced interchanges (one mile minimum). Freeway and highway right-of-way widths and pavement standards in Tulare are established by the State of California Department of Transportation (Caltrans).

State Highways 63, 99 and 137 all pass through the City of Tulare. All three are projected to play an important role in future local and regional travel.

State Highway 63 (Mooney Boulevard) provides a critical intercity connection between Tulare and Visalia. The upgrading of this facility to six lanes is anticipated in the future by both the state's Route Concept Report and the Tulare County Regional Transportation Plan adopted by the Tulare County Association of Governments.

The most critical state highway with respect to local Tulare traffic is State Highway 137 (Tulare Avenue). Anticipated increases in traffic between downtown Tulare and the eastern urban boundary will necessitate the expansion of this major east/west facility. One option to provide adequate capacity for projected traffic demand on Highway 137 through Tulare would entail the widening of Tulare Avenue from the existing four-lane undivided facility to a six-lane divided facility (i.e., with a median). This option would require significant right-of-way acquisition along Tulare Avenue from "J" Street to a point east of State Highway 99. A second option would make use of extra capacity in the Tulare/Kern corridor. By converting these two streets, Tulare Avenue and Kern Avenue, into a one-way couplet between "J" Street and Blackstone Avenue, no street widening would be necessary. This proposal would convert Tulare Avenue to a three-lane, one-way route for westbound traffic and Kern Avenue to a three-lane, one-way route for eastbound traffic. Special intersection treatments to initiate the transition of these routes to one-way traffic would be needed at the Tulare at "J," Kern at "J," Blackstone at Tulare and Blackstone at Kern intersections. Figure 15 delineates the proposed configuration of this one-way couplet.



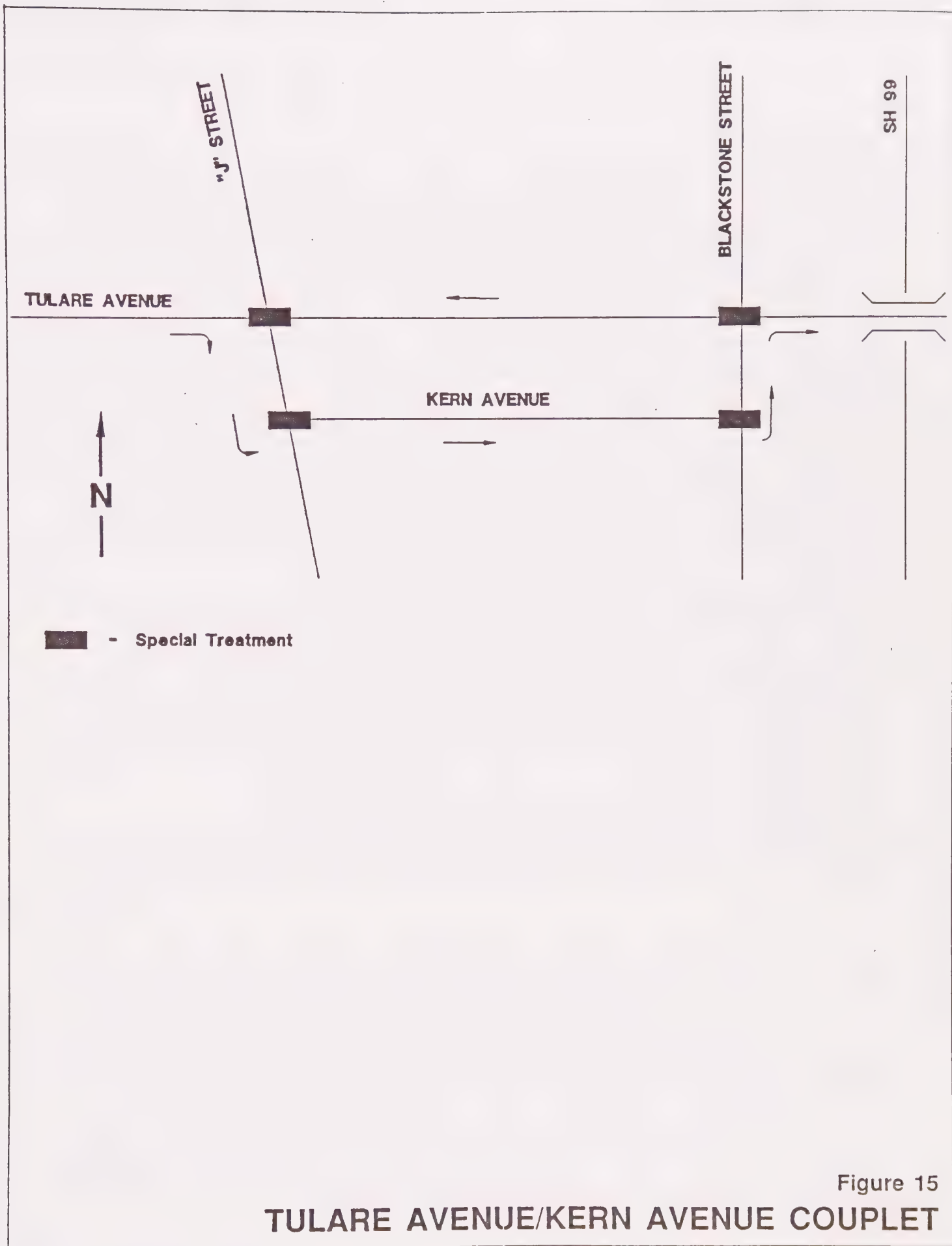


Figure 15

TULARE AVENUE/KERN AVENUE COUPLET

2. Major Arterials

Major arterials are intended to: (a) provide a high level of capacity in selected high volume corridors; (b) provide connections between the freeway system and arterials and collector streets via interchanges; and (c) provide access to major traffic generators. Major arterials are typically designed to accommodate up to six through traffic lanes, a parking/transit/right turn lane, and a center median with dual left turn lanes at intersections.

This major arterial street classification was created for this general plan update and did not exist in the City's previous 1981 *Circulation Element*. It is intended to replace the "principal arterial" designation found in the 1981 *Circulation Element*. The need for the establishment of a new major arterial classification is necessitated by the planned growth as outlined in the *Land Use Element*. The need to establish a street classification between arterial and expressway is typical for a community as it approaches 50,000 in population. In establishing a major arterial classification, Tulare is prudently planning for the long range needs of the street system. The designation of major arterials has been limited to those streets that will provide for crosstown as well as inter-city travel.

Portions of the following streets are designated on the **circulation map** as *major arterial streets*. These streets will be developed to adopted city standards for major arterials.

Enterprise Street	Oakmore Street
West Street	Liberty Avenue
"K"/"J" Streets	Oakdale Avenue
"M" Street (no. of Cartmill)	Cartmill Avenue
Blackstone Street	Prosperity Avenue
Hillman Street	Bardsley Avenue
Laspina (south of Paige)	Paige Avenue/Foster Drive
Turner Drive	

3. Arterials

Arterials provide for moderate volumes, moderate speeds over moderate distances with access to collectors at half mile intervals and a limited number of local streets. Arterials also provide access to major traffic generators at quarter mile intervals. Arterials are generally designed with two through lanes on each direction with either on-street parking or no parking with left turn lanes. Arterials are subject to the same access standards as major arterials.

Portions of the following Tulare planning area routes are official designated as *arterial streets*, and are expected to be developed to adopted City design standards for arterials.

Avenue 260
Oakdale Avenue (west of "K" St.)
Pacific Avenue (Avenue 252)
Zumwalt Avenue
Leland Avenue
Pleasant Avenue
Cross Avenue
Tulare Avenue (west of "J")
Alpine Avenue
Levin Avenue
Goodin Avenue ("K" to Laspina)
Addie Avenue
Faria Avenue
International Avenue/Tex Drive

Avenue 200
Milner Street
Pratt Street
"E" Street
"I" Street
"M" Street (south of Cartmill)
"O" Street
Gem Street
Cherry Street
Laspina Street
Paseo Del Lago
Morrison Street
Country Club Drive

4. Major Arterial and Arterial Street Standards

The following general plan standards apply to all designated *major arterial* and *arterial streets*

- a. Driveway access to major activity centers (defined as developments with a site area in excess of ten acres or a land use which generates more than 5,000 daily vehicles trips) should be located no closer than 200 feet to the adjacent intersection of a collector or arterial street. (Measurement shall be from the curb return to the nearest edge of the driveway).
- b. The distance between driveways along commercially developed arterials should not be less than 400 feet (measurement shall be from centerline to centerline). Where this spacing is not practical, the proposed development shall provide acceptable traffic mitigation measures.
- c. Where practical and desirable, driveways should be located on adjacent collector streets rather than on arterial streets.
- e. If driveways for specific facilities (i.e., service stations) must be provided near intersections these driveways shall not be serviced by median breaks and shall be located no less than 50 feet from the intersection. (The measurement shall be from the curb return to the nearest edge of the driveway). If more than one driveway is required to serve a property, the driveways shall be separated by a minimum of 50 feet. (The 50 feet are to be measured edge to edge, not centerline to centerline).

- f. Driveway consolidation shall be encouraged through joint access agreements along arterials where standards a. through e. are exceeded.
- g. Where there is no adopted design, median breaks should provide access to collector streets and to major activity centers (i.e., a land use which generates 5,000 or more trips per day) and should parallel the standards for driveways (i.e., not less than 200 feet from an adjacent intersection of an arterial or collector street, and not less than 800 feet between median breaks).

5. Collectors

Collectors are the facilities that provide a balance between mobility and land access by connecting local streets to arterials and by providing access to adjacent land. Collectors should not be expected to carry large volumes of traffic over large distances but rather to feed traffic to the arterials for longer distance trips. Collectors are generally designed with one lane in each direction and with parking on both sides.

All portions of the following Tulare planning area routes are officially designated as *collector streets* and are expected to be developed to adopted City design standards for collectors.

Cypress Avenue	Sandra Avenue	Spruce Street
Walnut Avenue	Gemini Street	Lincoln Street
Sonora Avenue	Maricopa Street	Aronian Street
Kern Avenue	Sacramento Street	Irwin Street
Maple Avenue	"A" Street	Oaks Street
Pleasant Avenue	"B" Street	Eastgate Avenue
Merritt Avenue	Brentwood Street	

Collector Street Standards

- a. Driveway access to major activity centers should be located no closer than 200 feet to the adjacent intersection of a collector or arterial street. (Measurement shall be from the curb return to the nearest edge of the driveway).
- b. The distance between driveways on collectors and intersecting local streets should not be less than 300 feet. (Measurement shall be from the curb return to the nearest edge of the driveway). Where this spacing is not practical, the development shall provide acceptable traffic mitigation measures.
- c. Driveways to residential property along collectors should be consolidated whenever possible.

d. If driveways for specific facilities (i.e., service stations) must be provided near intersections, these driveways shall not be serviced by median breaks and shall be located no less than 50 feet from the intersection. (Measurement shall be from the curb return to the edge of the driveway). If more than one driveway to serve a property is proposed, the driveways shall be separated by 50 feet. (The 50 feet are to be measured edge to edge, not centerline to centerline).

e. Medians on collectors shall be provided by concrete where left turn control is needed and by painted medians on two-way left turn pockets where appropriate. Where concrete medians are provided, median breaks should be spaced not less than 300 feet apart.

5. Local Streets

Local streets provide direct access to adjacent land. They also connect from adjacent land uses to collector streets and, in some limited instances, connect directly to arterials. Local streets should not carry traffic from one area of the community to the another. Local streets are typically developed during the preparation of individual project tentative maps and are generally not master planned.

All other existing or planned local streets in the Tulare planning area are deemed to be local streets.

IV. IMPLEMENTATION PLAN

This chapter identifies measures available to the City of Tulare to implement the goals, objectives, and policies set forth in this *Circulation Element*. The chapter first describes related state requirements for general plan implementation. That description is followed by a discussion of various development review and regulatory measures, non-regulatory programs and funding measures available to implement the various goals and policies set forth in this *Circulation Element*.

A. STATE IMPLEMENTATION REQUIREMENTS

Section 65300.5 of the California Government Code states that the diversity among the state's communities and their residents requires planning agencies to implement their local general plans in ways which accommodate local conditions and circumstances. The law requires that certain specific actions be taken to facilitate implementation of the plan (Government Code Section 65400). These required actions include:

- *Funding of City Administrative Activities to Implement the General Plan.* City staff should continue to investigate and recommend to the City Council reasonable and practical means for implementing and maintaining the general plan. These include allocating annual expenditures and identifying funding sources for general plan implementation activities, including staff time and materials to prepare and administer the plan, related amendments, regulations, financial reports, and capital improvement budgets.
- *Annual Report.* City Staff should also render an annual report to the City Council on the status of the general plan and the progress of its implementation.

The state General Plan Guidelines also stress the importance of continued *public participation* in the ongoing implementation and maintenance of the general plan.

B. LOCAL DEVELOPMENT REVIEW

The following describes those measures which should be administered by the City of Tulare to implement this *Circulation Element* during the review of specific development proposals.

1. Plan Conformance

No subdivision, use permit, design review application, or other entitlement for land use, and no public improvement shall be authorized for construction by the City of Tulare within the designated Planning Area until a finding has been made that the proposed action is in substantial compliance with the City's adopted general plan, including all provisions and requirements set forth in this *Circulation Element*.

2. Traffic Impact Fee

The City's transportation impact fee should be applied as set forth in the development impact fee ordinance to ensure the mitigation of traffic impacts created by new development.

3. Subdivision Ordinance

The City should amend its Subdivision Ordinance as necessary to incorporate the policies relating to roadway standards outlined in this *Circulation Element*.

4. Zoning Ordinance. The City should amend its Zoning Ordinance to be consistent with all circulation-related policies outlined in this *Circulation Element*.

C. NON-REGULATORY IMPLEMENTATION PROGRAMS

The policies set forth in this *Circulation Element* provide guidance to decision makers when reviewing development proposals within the City. This *Circulation Element* sets forth a number of non-regulatory programs and actions which should be initiated by the City to implement the policy statements of this element of the general plan. The City is also required to ensure the effectiveness of its general plan through regular review and maintenance.

1. Specific Actions and Programs

a. Street System. The following specific actions should be taken to implement the goals, objectives, and policies of the *Circulation Element* related to the street system.

- **Projects to Address Capacity:** In order for local the street and highway system to maintain a level of service "D" and to facilitate the orderly development of planned land uses, a number of street projects are proposed to improve specific street segments or to develop additional facilities. These projects are presented in two lists which follow. The first list is a projection of the street projects that will be needed by the year 2005. The second list identifies projects that will be needed after the year 2005.

It should be noted that the pace and location of future development, future land use plan modifications, and related changes in funding priorities will affect the two lists. Undoubtedly, some projects on the pre-2005 list will be delayed, some projects on the post-2005 list will be accelerated, and additional projects may be identified. The purpose of the two lists is to assist the City in the development of a funding plan for anticipated street projects, in the development of a rational capital improvement schedule, and in the development of long-range funding schemes for the development of street and highway improvements.

Pre-2005 Program of Projects

Widening Projects

*Blackstone Drive, between Paige and east of "J" Street
Bardsley Avenue, between West and Mooney
"K" Street, between Bardsley and south of Olson
Blackstone Street, between Bardsley and Paige
Laspina Street, between Prosperity and the TID Main Canal
Laspina Street, between the TID Main Canal and Avenue 200
"E" Street, between Pleasant and Bardsley
West Street, between San Mateo and south of Sonora
Blackstone Street, between Lyndale and Bardsley
Blackstone-Prosperity, between east of "F" Street and Lyndale
"K" Street, between Owens and Bardsley
"J" Street, between Oakdale and Owens
"M" Street, between Garfield and Tulare
"O" Street, between Cross and Tulare
Cross Avenue, between Sacramento and west of Mooney
Cartmill Avenue, between "J" Street and Mooney
Prosperity Avenue, between Hillman and Mooney (146' right-of-way)
Hillman Street, between Liberty and Prosperity
West Street, between Pacific and San Mateo
Prosperity Avenue, between east of Enterprise and E Street
"E" Street, between Pacific and Pleasant
Bardsley Avenue, between Enterprise and West
Bardsley Avenue, between Mooney and Oakmore
"E" Street, between Aspenwood and Paige
Mooney Boulevard, between Tulare and Foster (100' right-of-way)
Foster Drive, between Paige and Mooney (110' right-of-way)
Turner Drive, between Foster and the southern city limits
Paige Avenue, between West and Laspina
Pratt Street, between Paige and south of Pine
"M" Street, between Cartmill and Garfield*

Highway 99 Access Road, between Cartmill and Hillman
Prosperity Ave., between Mooney and Oakmore (110' right-of-way)
Tulare Avenue, between Cross and West
Cross Avenue, west of Mooney
Levin Avenue, between Mooney and Oakmore
Alpine, between Mooney and Oakmore
Coelho, between Mooney and Oakmore
Morrison Road, between Liberty and Levin
Zumwalt Avenue, between Hillman and Oakmore
Laspina Street, between Liberty and Prosperity
Zumwalt Avenue, between east of Enterprise and "E" Street
Tulare, between West and "J" Street
Tulare (SH 137), between SH 99 and Mooney
Tulare (SH 137), between Mooney and Oakmore
Inyo (SH 137), between Enterprise and West

Traffic Signals

Paige and Blackstone
Paige and Laspina
Foster and Turner
Mooney and Levin
Bardsley and "O" Street
Bardsley and "E" Street
Bardsley and Mooney
Inyo and "E" Street
Inyo and West
Mooney and Alpine
West and Cross
Tulare and Mooney
Tulare and Morrison
Tulare and "N" Street
Tulare and West
Pleasant and West
Coelho and Mooney
Coelho and Morrison
Coelho and Oakmore
Cross and Cherry
Cross and Mooney
Prosperity east of the City Limits
Prosperity and West
Prosperity and "E" Street
Prosperity and Cherry

GATE

Prosperity and Laspina
Prosperity and Mooney
Zumwalt and West
Zumwalt and "E" Street
Zumwalt and Hillman
Zumwalt and Laspina
Zumwalt and Mooney
Cartmill and "J" Street
Cartmill and West
Cartmill and "E" Street
Cartmill and Oaks
Cartmill and 800' east of Highway 99
Cartmill and Hillman
Cartmill and Laspina
Cartmill and Mooney
Tulare and Laspina
Tulare and "E"
Pleasant and "E"
Cross and "E"

Interchange Modifications

SH 99 at Prosperity
SH 99 at Cartmill
SH 99 at Paige

Freeway Crossing

Cross Avenue Overpass of Highway 99

Bridges and Culverts

Elk Bayou and "K" St. Bridge
Morrison Road
Eastgate Avenue
Alpine Avenue
Levin Avenue
Paige Avenue, east of Pratt St. (2)

Tulare Main Canal Culvert Widenings

Prosperity Avenue
Oakmore Road
Paige Avenue, west of SPRR

Street Medians and Landscaping

Median - Hillman Street, between Liberty and Prosperity
Median - Cartmill Avenue, between West Street and Oakmore
Median - Prosperity Avenue, between Hillman and Mooney
Landscaping - SH 99, between Prosperity and Cartmill
Median - Tulare Avenue, between Mooney and Oakmore
Median - "J" Street, between Pleasant and Oakdale
Median - Mooney, between Liberty and Foster
Median - Paige, between SPTC RR and Foster
Median - Foster, between Paige and Mooney
Median - Prosperity, between Mooney and Oakmore
Median - Laspina, between Paige and Tex Drive

Post-2005 Program of Projects

Widening Projects

"I" Street, between Bardsley south of Addie
"K" Street, between Avenue 200 and Avenue 184
Liberty Avenue, between Arterial #1 and Morrison
Oakdale Avenue, between Highway 99 and Morrison
Cartmill Avenue, between Mooney and Oakmore
Cartmill Avenue, between West and "J" Street (110' right-of-way)
Enterprise Street, between Pleasant and south of Bardsley
West Street, between south of Sonora and Paige
Oakmore, between Cartmill and Levin
Highway 99 Access Road, between Oakdale and Cartmill
Pacific Avenue, between east of Highway 99 and Morrison
Unnamed Street, south of Liberty
Unnamed north-south arterial, between Liberty and Cartmill
Highway 99 Road, between Pacific and Cartmill
Pacific Avenue, between West and west of the Southern Pacific RR
New Street east of Enterprise, between Zumwalt and Prosperity
SH 99, between Avenue 184 and Liberty
Mooney (SH 63), between Tulare and Liberty

Traffic Signals

Blackstone and "K" Street
Paige and "I" Street
Paige and Pratt
Paige and 1200' east of Pratt
Levin and Morrison

Levin and Oakmore
Bardsley and Enterprise
Bardsley and West
Bardsley and Morrison
Bardsley and Oakmore
Inyo and Enterprise
Morrison and Alpine
Oakmore and Alpine
Tulare and Enterprise
Tulare and Oakmore
Pleasant and Enterprise
Prosperity and Morrison
Prosperity and Oakmore
Zumwalt and 2600' west of West
Zumwalt and Morrison
Zumwalt and Oakmore
Cartmill and Morrison
Cartmill and Oakmore
Pacific and West
Pacific and "J" Street
Pacific and Oaks
Pacific and Unnamed Arterial #1
Pacific and Hillman
Pacific and Laspina
Pacific and Mooney
Pacific and Morrison
Oakdale and Oaks
Oakdale and Unnamed Arterial #1
Oakdale and Hillman
Oakdale and Laspina
Oakdale and Mooney
Oakdale and Morrison
Liberty and Arterial #1
Liberty and Hillman
Liberty and Laspina
Liberty and Mooney
Liberty and Morrison
Unnamed Arterial #2 and Arterial #1
Unnamed Arterial #2 and Hillman
Unnamed Arterial #2 and Laspina
Unnamed Arterial #2 and Mooney
Unnamed Arterial #2 and Morrison

Interchange Modification

SH 99 at Tulare Avenue
SH 99 at Avenue 200

Railroad Crossing

Bardsley Avenue Railroad Overpass
Cartmill Avenue Railroad Overpass
Pleasant Avenue Railroad At-Grade Crossing

Freeway Overcrossing

North "M" Street Overcrossing of Highway 99
Alpine Overcrossing of Highway 99
Goodin Overcrossing of Highway 99

One-Way Conversions

Tulare and Kern (SH 137) One-way Couplet

- **Freeway Improvements:** For the various identified freeway improvement needs, the City should establish priorities and, based on those priorities, initiate the standard process for the design, funding, and construction of improved freeway interchanges in coordination with Caltrans.
- **Street Widths:** In cases where rights-of-way are not sufficient to accommodate street widths required for applicable street designations, the City should establish plan lines and acquire sufficient rights-of-way to construct the necessary road width.
- **Future Study:** Prosperity Avenue, Tulare Avenue, and Mooney Boulevard, need additional detailed analysis prior to defining the long range improvements necessary to adequately accommodate future traffic demands to assess alternative solutions. These streets are also candidates for ongoing monitoring for deterioration in level of service and safety of operation.

With the continued growth in the Prosperity corridor both west and east of State Highway 99, and with the increase in intercity travel between Tulare and Visalia using the Hillman/Demaree corridor, future traffic volumes on Prosperity near the State Highway 99 interchange are projected to increase beyond the capacity of the existing facilities. It is recommended that at the earliest possible date, a project study report be initiated to assess the long range traffic demand in this corridor, and to evaluate

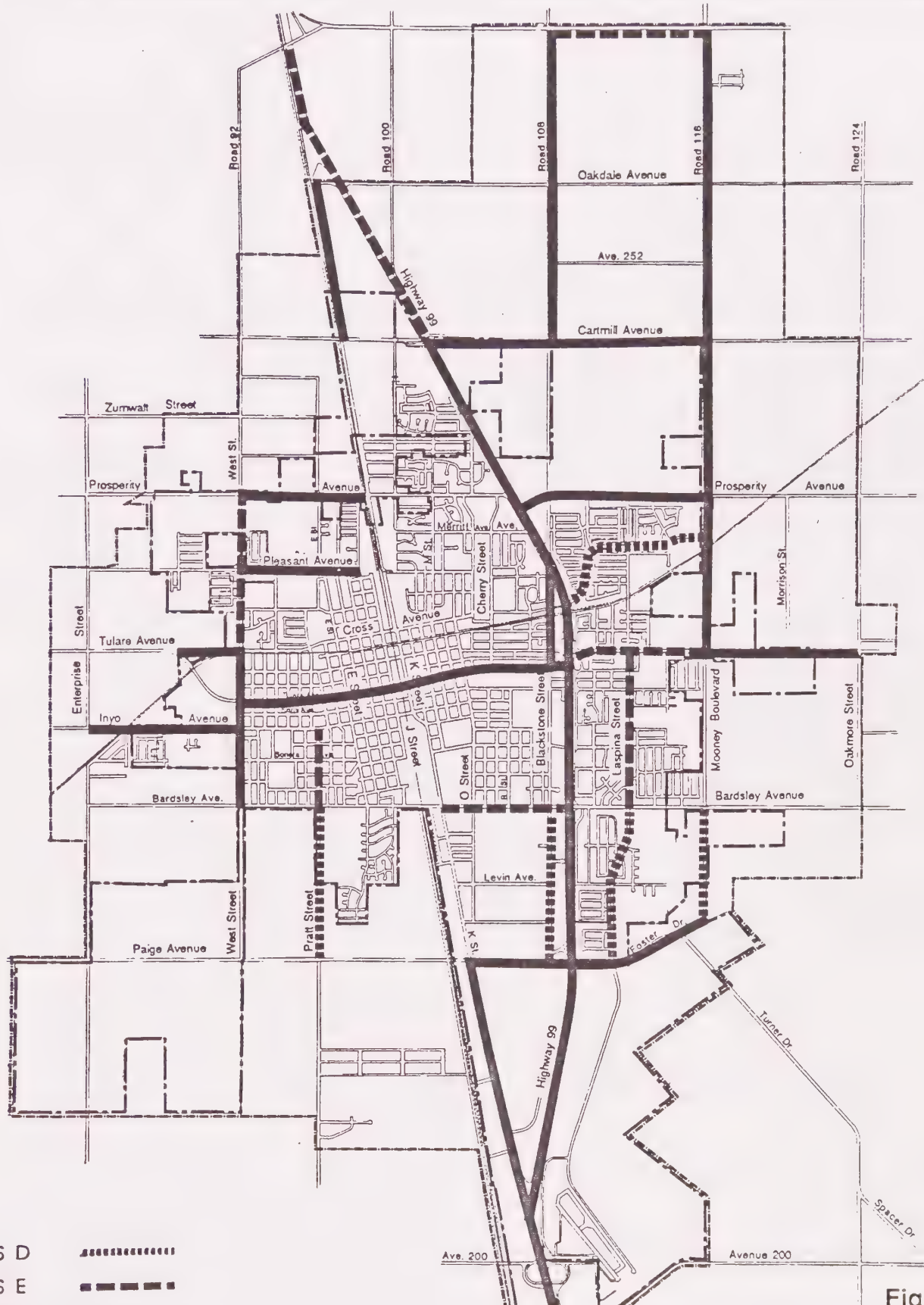


Figure 16
FUTURE LEVEL OF SERVICE--
EXISTING STREET SYSTEM

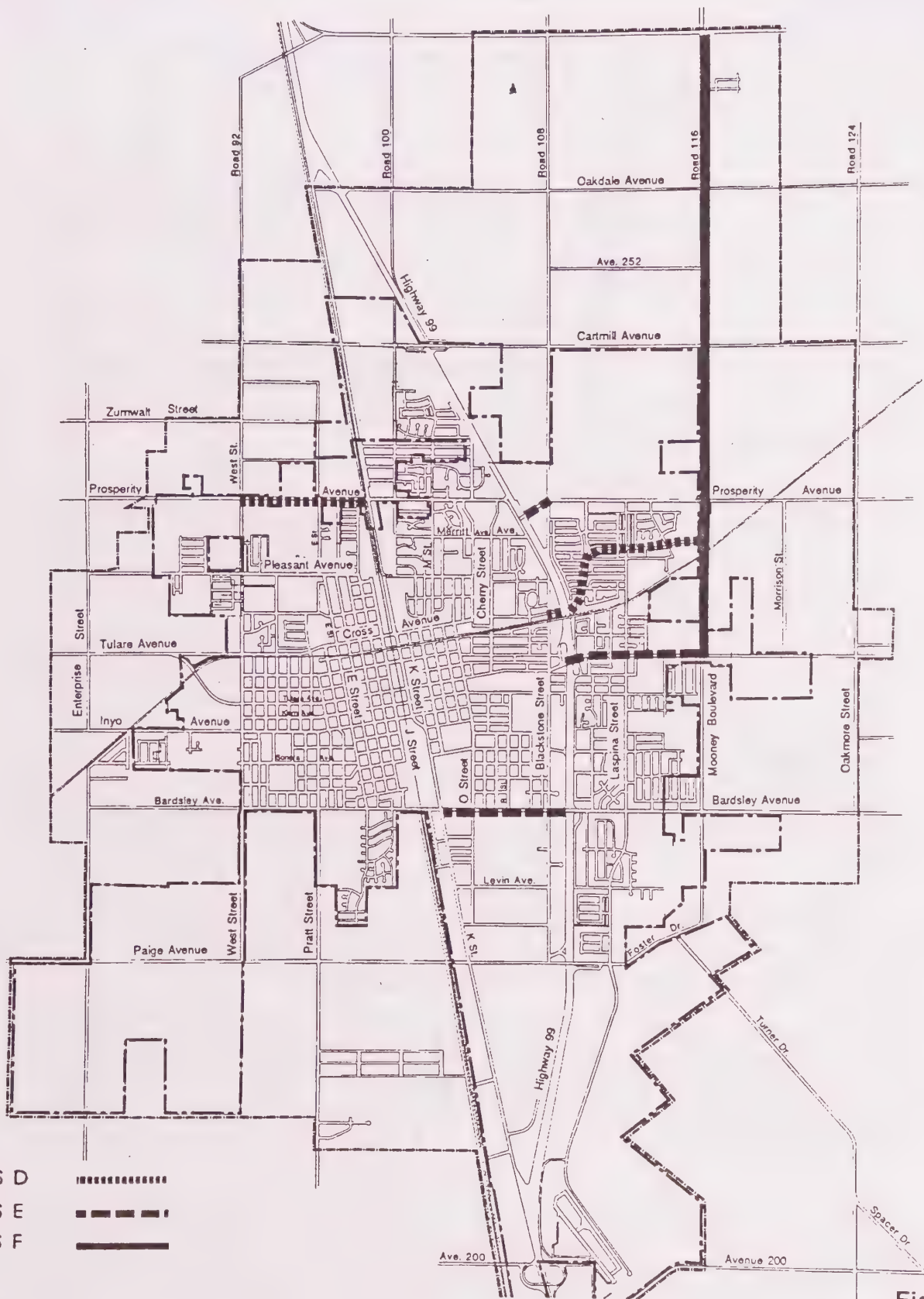


Figure 17
**FUTURE LEVEL OF SERVICE--
 FUTURE STREET SYSTEM**

alternative solutions for the future configuration of the interchange. This study should also evaluate solutions for the future configuration of Prosperity and Blackstone, and should include an estimated project cost of these needed improvements.

The second street which will operate at a low level of service despite widening to six lanes is Tulare Avenue (State Highway 137) east of State Highway 99. This major connector to downtown, the freeway, east Tulare, Lindsey will experience a significant increase in traffic demand. Because of the cost of right-of-way acquisition, this street is an excellent candidate for transportation system management strategies as a method for maximizing the street's carrying capacity. The City of Tulare and CALTRANS should develop a long range improvement strategy for this street which could include traffic signal coordination, consolidation of driveways, and limits on the number and spacing of street intersections to assist in maintaining acceptable levels of service. In addition to these future improvements and/or programs for the local segment of Highway 137, the planned widening of the interregional segments of the route between Tulare and Lindsay should be the subject of a project study report at the earliest possible date.

Finally, Mooney Boulevard (State Highway 63) will continue to be the most important connection between the Cities of Tulare and Visalia. With the planned urbanization of the Mooney corridor between Tulare Avenue and Cartmill Avenue coupled with the planned expansion of regional retail shopping in Visalia, this street is projected to have traffic volumes exceeding 50,000 vehicles per day. This level of traffic demand will severely test the carrying capacity of this state facility. It is recommended that the Cities of Tulare and Visalia, the County of Tulare and CALTRANS undertake a comprehensive study of the future capacity needs between the two cities, and develop a plan for a long range street system to adequately accommodate this demand at the earliest possible date.

b. Transit. The following specific action should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Regional Transit Connection:** *The City should pursue a public transportation connection to the Amtrack train station in Hanford.*

c. Parking. The following specific actions should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Parking Standards:** *The City should review existing City parking standards to ensure their adequacy.*
- **Downtown Plan:** *The City should develop a downtown parking plan. This plan should be complete following a review the Municipal Parking District boundaries, the city's parking requirements, and the location and adequacy of signage. This plan*

should discourage employee parking in prime parking spaces within downtown retail areas.

d. Non-Vehicular Circulation. The following specific action should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Sidewalk Retrofit:** *The City should continue to require adjacent property owners to retrofit sidewalks along those streets which currently do not contain continuous sidewalks.*

e. Trucking. The following specific actions should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Truck Route System and Standards Update:** *Regular updates of the Designated Truck Routes system should be completed. The City should also update Chapter 7 (Truck Routes) of the Tulare Municipal Code, including a review of the hours of operation for truck deliveries. In addition, City street standards should be periodically reviewed to insure compatibility with changing truck height and weight standards.*
- **Truck Route Signage:** *The City should update existing truck route signage.*
- **Business and Industry Education:** *The City should develop a program to educate local businesses and industries about the truck route system.*
- **Truck Route Enforcement:** *The City should continuously enforce truck route designations and existing restrictions on truck parking in residential areas and should encourage the County of Tulare to do the same in county islands within the City.*

f. Aviation. The following specific actions should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Airport Master Plan:** *The City should periodically update the Mefford Field Master Plan.*

g. Rail. The following specific actions should be taken to implement the goals, objectives, and policies of this *Circulation Element*:

- **Passenger Service Station:** *A location study be undertaken to establish the preferred location for a passenger rail station/transportation center within Tulare. That study should include a funding plan and implementation time frame.*

2. General Plan Maintenance

As with the *Land Use Element*, the *Circulation Element* should be updated every five years. Amendments to the *Circulation Element* policies, discussion, and ***circulation map*** would

follow the same procedures as amendments to the *Land Use Element* (i.e., as per State Government Code Section 65350).

D. FINANCIAL MEASURES

This section of the *Circulation Element* addresses the long term financial plan for implementing the planned system improvements. Under California case law, municipalities must adopt circulation elements which are fully funded, or can be fully funded through actions controlled by the adopting agency.

Note: the financial plan in the *Circulation Element* has been developed to provide a series of funding options for consideration during the draft review period. The result of that review will be the establishment of a funding program that is "in-balance." This balanced funding program will be incorporated into the final Tulare *Circulation Element*.

1. Methodology

The first section of this chapter establishes the estimated costs of the improvement projects identified earlier in this Implementation Plan. Following the project cost information, existing revenues for street improvements are identified. From those existing sources, projections have been made for revenues over the life of the *Circulation Element*. Estimates have been developed for future maintenance requirements which were deducted from the projected future revenues to establish the level of funding from existing sources that can be used for capacity enhancement projects. Allocation of funds to specific projects involving the retrofitting of streets that are currently operating at capacity were given first priority, followed by funding for new street projects. This section then identifies the shortfall of projected revenues to cover the anticipated improvement needs and identifies optional funding sources for consideration by the community to make up the difference.

2. Cost Estimates

The future conditions analysis in the previous section identified a list of street improvement projects needed to facilitate the planned land use as designated on the *Land Use Map* and to maintain the desired level of service on the community's streets. This section provides an overview of the costs of each of the planned projects on that list. These cost estimates are provided in Table 9.

The cost estimates provided for the planned street projects are intended to be "order-of-magnitude" estimates. For the purposes of these estimates, costs have been based on typical unit costs for both construction and right-of-way acquisition, and were developed by the City and the Transportation Planning Group. Typical sections and right-of-way needs

Table 9
PROJECT COST ESTIMATES

Program of Projects: Pre-2005		October 1992			
Projects	Cost Estimates	State of California	City Projects	REVENUE SOURCES	
				Transportation Impact Fees	Redevelop. Agency
1 Blackstone Drive, Paige e/o "J" Street	\$601,840	\$0	\$0	\$601,840	\$0
2 Bardsley Avenue, West/Mooney	\$596,440	\$0	\$0	\$596,440	\$0
3 "K" Street, Bardsley s/o Olson	\$481,000	\$0	\$0	\$481,000	\$0
4 Blackstone Street, Bardsley/Paige	\$200,096	\$0	\$0	\$200,096	\$0
5 Laspina Street, Prosperity/TID Main Canal	\$942,760	\$0	\$0	\$942,760	\$0
6 Laspina Street, TID Main Canal/Ave. 200	\$2,386,535	\$0	\$0	\$2,386,535	\$0
7 "E" Street, Pleasant/Bardsley	\$307,840	\$0	\$0	\$307,840	\$0
8 West Street, San Mateo s/o Sonora	\$723,739	\$0	\$0	\$723,739	\$0
9 Blackstone Street, Lyndale/Bardsley	\$315,536	\$0	\$0	\$315,536	\$0
10 Blackstone-Prosperity, e/o "E" St./Lyndale	\$327,080	\$0	\$0	\$327,080	\$0
11 "K" Street, Owens/Bardsley	\$130,832	\$0	\$0	\$130,832	\$0
12 "J" Street, Oakdale/Owens	\$3,592,446	\$0	\$0	\$3,592,446	\$0
13 "M" Street, Garfield/Tulare	\$377,104	\$0	\$0	\$377,104	\$0
14 "O" Street, Cross/Tulare	\$73,112	\$0	\$0	\$73,112	\$0
15 Cross Avenue, Sacramento w/o Mooney	\$577,200	\$0	\$0	\$577,200	\$0
16 Cartmill Avenue, "J" Street/Mooney	\$3,098,264	\$0	\$0	\$3,098,264	\$0
17 Prosperity, Hillman/Mooney (146' r/w)	\$1,905,124	\$0	\$0	\$1,905,124	\$0
18 Hillman Street, Liberty/Prosperity	\$5,861,856	\$0	\$0	\$5,861,856	\$0
19 West Street, Pacific/San Mateo	\$1,604,803	\$0	\$0	\$1,604,803	\$0
20 Prosperity Avenue, e/o Enterprise/"E" St.	\$1,136,736	\$0	\$0	\$1,136,736	\$0
21 "E" Street, Pacific/Pleasant	\$1,275,294	\$0	\$0	\$1,275,294	\$0
22 Bardsley Avenue, Enterprise/West	\$869,268	\$0	\$0	\$869,268	\$0
23 Bardsley Avenue, Mooney/Oakmore	\$869,268	\$0	\$0	\$869,268	\$0
24 "E" Street, Aspenwood/Paige	\$601,801	\$0	\$0	\$601,801	\$0
25 Mooney Blvd., Tulare/Foster (100' r/w)	\$2,298,712	\$0	\$0	\$2,298,712	\$0
26 Foster Drive, Paige/Mooney (110' r/w)	\$749,580	\$0	\$0	\$749,580	\$0
27 Turner Drive, Foster/Southern City Limits	\$434,634	\$0	\$0	\$434,634	\$0
28 Paige Avenue, West/Laspina	\$2,711,053	\$0	\$0	\$2,711,053	\$0
29 Pratt Street, Paige s/o Alpine	\$1,069,869	\$0	\$0	\$1,069,869	\$0
30 "M" Street, Cartmill/Garfield	\$334,334	\$0	\$0	\$334,334	\$0
31 Prosperity, Mooney/Oakmore (110' r/w)	\$1,299,272	\$0	\$0	\$1,299,272	\$0
32 Tulare Avenue, Cross/West	\$1,270,469	\$0	\$0	\$1,270,469	\$0
33 Cross Avenue, Mooney w/o Mooney	\$133,734	\$0	\$0	\$133,734	\$0
34 Levin Avenue, Mooney/Oakmore	\$546,577	\$0	\$0	\$546,577	\$0
35 Alpine, Mooney/Oakmore	\$535,860	\$0	\$0	\$535,860	\$0
36 Coelho, Mooney/Oakmore	\$546,577	\$0	\$0	\$546,577	\$0
37 Morrison Road, Liberty/Levin	\$3,000,816	\$0	\$0	\$3,000,816	\$0
38 Zumwalt Avenue, Hillman/Oakmore	\$1,125,306	\$0	\$0	\$1,125,306	\$0
39 Laspina Street, Liberty/Prosperity	\$1,661,166	\$0	\$0	\$1,661,166	\$0
40 Zumwalt Avenue, e/o Enterprise/"E" Street	\$546,577	\$0	\$0	\$546,577	\$0
41 Traffic signal, Paige/Blackstone	\$100,000	\$0	\$25,000	\$75,000	\$0
42 Traffic signal, Paige/Laspina	\$100,000	\$0	\$25,000	\$75,000	\$0
43 Traffic signal, Foster/Turner	\$100,000	\$0	\$0	\$100,000	\$0
44 Traffic signal, Mooney/Levin	\$100,000	\$0	\$25,000	\$75,000	\$0
45 Traffic signal, Bardsley/"O" Street	\$100,000	\$0	\$50,000	\$50,000	\$0
46 Traffic signal, Bardsley/"E" Street	\$100,000	\$0	\$25,000	\$75,000	\$0
47 Traffic signal, Bardsley/Mooney	\$100,000	\$0	\$0	\$100,000	\$0
48 Traffic signal, Inyo/"E" Street	\$100,000	\$50,000	\$50,000	\$0	\$0
49 Traffic signal, Inyo/West	\$100,000	\$50,000	\$12,500	\$37,500	\$0
50 Traffic signal, Mooney/Alpine	\$100,000	\$0	\$25,000	\$75,000	\$0
51 Traffic signal, West/Cross	\$100,000	\$0	\$50,000	\$50,000	\$0
52 Traffic signal, Tulare/Mooney	\$50,000	\$25,000	\$0	\$25,000	\$0
53 Traffic signal, Tulare/Morrison	\$100,000	\$50,000	\$0	\$50,000	\$0
54 Traffic signal, Tulare/"N" Street	\$100,000	\$50,000	\$25,000	\$25,000	\$0
55 Traffic signal, Tulare/West	\$100,000	\$0	\$50,000	\$50,000	\$0
56 Traffic signal, Pleasant/West	\$100,000	\$0	\$50,000	\$50,000	\$0
57 Traffic signal, Coelho/Mooney	\$50,000	\$0	\$0	\$50,000	\$0
58 Traffic signal, Coelho/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
59 Traffic signal, Coelho/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
60 Traffic signal, Cross/Cherry	\$100,000	\$0	\$50,000	\$50,000	\$0
61 Traffic signal, Cross/Mooney	\$100,000	\$50,000	\$12,500	\$37,500	\$0

Projects	Cost Estimates	REVENUE SOURCES			
		State of California	City Projects	Transportation Impact Fees	Redevelop. Agency
63 Traffic signal, Prosperity e/o City Limits	\$100,000	\$0	\$0	\$100,000	\$0
64 Traffic signal, Prosperity/West	\$100,000	\$0	\$25,000	\$75,000	\$0
65 Traffic signal, Prosperity/"E" Street	\$100,000	\$0	\$0	\$100,000	\$0
66 Traffic signal, Prosperity/Cherry	\$100,000	\$0	\$75,000	\$25,000	\$0
67 Traffic signal, Prosperity/Laspina	\$100,000	\$0	\$100,000	\$0	\$0
68 Traffic signal, Prosperity/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
69 Traffic signal, Zumwalt/West	\$100,000	\$0	\$0	\$100,000	\$0
70 Traffic signal, Zumwalt/"E" Street	\$100,000	\$0	\$0	\$100,000	\$0
71 Traffic signal, Zumwalt/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
72 Traffic signal, Zumwalt/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
73 Traffic signal, Zumwalt/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
74 Traffic signal, Cartmill/"J" Street	\$100,000	\$0	\$25,000	\$75,000	\$0
75 Traffic signal, Cartmill/West	\$100,000	\$0	\$0	\$100,000	\$0
76 Traffic signal, Cartmill/"E" Street	\$100,000	\$0	\$0	\$100,000	\$0
77 Traffic signal, Cartmill/Oaks	\$100,000	\$0	\$0	\$100,000	\$0
78 Traffic signal, Cartmill e/o Highway 99	\$100,000	\$0	\$0	\$100,000	\$0
79 Traffic signal, Cartmill/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
80 Traffic signal, Cartmill/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
81 Traffic signal, Cartmill/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
82 Traffic signal, Tulare/Laspina	\$50,000	\$0	\$25,000	\$25,000	\$0
83 Interchange Modification - SH 99/Prosperity	\$12,000,000	\$0	\$3,250,800	\$8,749,200	\$0
84 Interchange Modification - SH 99/Cartmill	\$9,450,000	\$0	\$2,560,005	\$6,889,995	\$0
85 Interchange Modification - SH 99/Paige	\$9,450,000	\$0	\$2,560,005	\$6,889,995	\$0
86 Cross Avenue/Highway 99 Overpass	\$200,000	\$0	\$150,000	\$50,000	\$0
87 Tulare Avenue, West/"J" Street	\$961,205	\$0	\$0	\$961,205	\$0
88 Tulare Avenue, SH 99/Mooney	\$750,000	\$750,000	\$0	\$0	\$0
89 Tulare Avenue(SH 137), Mooney/UAB	\$2,112,000	\$2,112,000	\$0	\$0	\$0
90 Inyo Avenue, Enterprise/West	\$1,374,230	\$0	\$0	\$1,374,230	\$0
91 Traffic signal, Tulare/"E" Street	\$100,000	\$0	\$0	\$100,000	\$0
92 Traffic signal, Pleasant/"E" Street	\$100,000	\$0	\$0	\$100,000	\$0
93 Traffic signal, Cross/"E" Street Bridges and Culverts	\$100,000	\$0	\$0	\$100,000	\$0
94 Elk Bayou/"K" Street Bridge	\$300,000	\$0	\$75,000	\$225,000	\$0
95 a. Morrison Road	\$75,000	\$0	\$0	\$75,000	\$0
96 b. Eastgate Avenue	\$75,000	\$0	\$0	\$75,000	\$0
97 c. Alpine Avenue	\$75,000	\$0	\$37,500	\$37,500	\$0
98 d. Levin Avenue	\$75,000	\$0	\$0	\$75,000	\$0
99 e. Paige Avenue, east of Pratt Street (2)	\$150,000	\$0	\$0	\$150,000	\$0
Tulare Main Canal Culvert Widenings					
100 a. Prosperity Avenue	\$30,000	\$0	\$0	\$30,000	\$0
101 b. Oakmore Road	\$30,000	\$0	\$0	\$30,000	\$0
102 c. Paige Avenue, west of SPRR	\$30,000	\$0	\$7,500	\$22,500	\$0
Street Medians and Landscaping					
103 Median - Hillman Street, Liberty/Prosperity	\$421,920	\$0	\$210,960	\$210,960	\$0
104 Median - Cartmill, West Street/Oakmore	\$375,648	\$0	\$187,824	\$187,824	\$0
105 Median - Prosperity, Hillman/Mooney	\$137,124	\$0	\$68,562	\$68,562	\$0
106 Landscaping - SH 99, Prosperity/Cartmill	\$93,113	\$0	\$46,556	\$46,557	\$0
107 Median - Tulare Avenue, Mooney/Oakmore	\$93,912	\$0	\$46,956	\$46,956	\$0
108 Median - "J" Street, Pleasant/Oakdale	\$243,810	\$0	\$121,905	\$121,905	\$0
109 Median - Mooney, Liberty/Foster	\$796,374	\$0	\$398,187	\$398,187	\$0
110 Median - Paige, SPTC R/R/Foster	\$110,166	\$0	\$55,083	\$55,083	\$0
111 Median - Foster, Paige/Mooney	\$54,180	\$0	\$27,090	\$27,090	\$0
112 Median - Prosperity, Mooney/Oakmore	\$93,912	\$0	\$46,956	\$46,956	\$0
113 Median - Laspina, Paige/Tex Drive	\$126,420	\$0	\$63,210	\$63,210	\$0
Totals	\$91,973,943	\$3,287,000	\$10,639,099	\$78,047,844	\$0

Program of Projects: Post-2005

October 1992

Projects	Cost Estimates	State of California	City Projects	REVENUE SOURCES	
				Transportation Impact Fees	Redevelop. Agency
114 "I" Street, Bardsley s/o Addie	\$765,466	\$0	\$0	\$765,466	\$0
115 "K" Street, Avenue 200/Avenue 184	\$713,570	\$0	\$0	\$713,570	\$0
116 Liberty Avenue, Arterial #1/Morrison	\$1,771,970	\$0	\$0	\$1,771,970	\$0
117 Oakdale Avenue, Highway 99/Morrison	\$2,474,072	\$0	\$0	\$2,474,072	\$0
118 Cartmill Avenue, Mooney/Oakmore	\$869,268	\$0	\$0	\$869,268	\$0
119 Cartmill Avenue, West/"J" Street (110' r/w)	\$799,552	\$0	\$0	\$799,552	\$0
120 Enterprise Street, Pleasant s/o Bardsley	\$1,537,936	\$0	\$0	\$1,537,936	\$0
121 West Street, s/o Sonora/Paige	\$1,103,302	\$0	\$0	\$1,103,302	\$0
122 Oakmore, Cartmill/Levin	\$3,109,306	\$0	\$0	\$3,109,306	\$0
123 Highway 99 Access Road, Oakdale/Cartmill	\$969,569	\$0	\$0	\$969,569	\$0
124 Pacific Avenue, e/o Highway 99/Morrison	\$1,436,105	\$0	\$0	\$1,436,105	\$0
125 Unnamed Street south of Liberty	\$1,125,306	\$0	\$0	\$1,125,306	\$0
126 Unnamed no./so. arterial, Liberty/Cartmill	\$1,136,023	\$0	\$0	\$1,136,023	\$0
127 Highway 99 Road, Pacific/Cartmill	\$450,122	\$0	\$0	\$450,122	\$0
128 Pacific Avenue, West w/o SPRR	\$214,344	\$0	\$0	\$214,344	\$0
129 Street e/o Enterprise, Zumwalt/Prosperity	\$278,647	\$0	\$0	\$278,647	\$0
130 Traffic signal, Blackstone/"K" Street	\$100,000	\$0	\$0	\$100,000	\$0
131 Traffic signal, Paige/"I" Street	\$100,000	\$0	\$0	\$100,000	\$0
132 Traffic signal, Paige/Pratt	\$100,000	\$0	\$0	\$100,000	\$0
133 Traffic signal, Paige/1200' e/o Pratt	\$100,000	\$0	\$0	\$100,000	\$0
134 Traffic signal, Levin/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
135 Traffic signal, Levin/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
136 Traffic signal, Bardsley/Enterprise	\$100,000	\$0	\$0	\$100,000	\$0
137 Traffic signal, Bardsley/West	\$100,000	\$0	\$25,000	\$75,000	\$0
138 Traffic signal, Bardsley/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
139 Traffic signal, Bardsley/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
140 Traffic signal, Inyo/Enterprise	\$100,000	\$50,000	\$0	\$50,000	\$0
141 Traffic signal, Morrison/Alpine	\$100,000	\$0	\$0	\$100,000	\$0
142 Traffic signal, Oakmore/Alpine	\$100,000	\$0	\$0	\$100,000	\$0
143 Traffic signal, Tulare/Enterprise	\$100,000	\$0	\$0	\$100,000	\$0
144 Traffic signal, Tulare/Oakmore	\$100,000	\$50,000	\$0	\$50,000	\$0
145 Traffic signal, Pleasant/Enterprise	\$100,000	\$0	\$0	\$100,000	\$0
146 Traffic signal, Prosperity/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
147 Traffic signal, Prosperity/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
148 Traffic signal, Zumwalt/2600' w/o West	\$100,000	\$0	\$0	\$100,000	\$0
149 Traffic signal, Zumwalt/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
150 Traffic signal, Zumwalt/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
151 Traffic signal, Cartmill/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
152 Traffic signal, Cartmill/Oakmore	\$100,000	\$0	\$0	\$100,000	\$0
153 Traffic signal, Pacific/West	\$100,000	\$0	\$0	\$100,000	\$0
154 Traffic signal, Pacific/"J" Street	\$100,000	\$0	\$0	\$100,000	\$0
155 Traffic signal, Pacific/Oaks	\$100,000	\$0	\$0	\$100,000	\$0
156 Traffic signal, Pacific/Unnamed Arterial #1	\$100,000	\$0	\$0	\$100,000	\$0
157 Traffic signal, Pacific/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
158 Traffic signal, Pacific/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
159 Traffic signal, Pacific/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
160 Traffic signal, Pacific/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
161 Traffic signal, Oakdale/Oaks	\$100,000	\$0	\$0	\$100,000	\$0
162 Traffic signal, Oakdale/Unnamed Arterial #1	\$100,000	\$0	\$0	\$100,000	\$0
163 Traffic signal, Oakdale/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
164 Traffic signal, Oakdale/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
165 Traffic signal, Oakdale/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
166 Traffic signal, Oakdale/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
167 Traffic signal, Liberty/Arterial #1	\$100,000	\$0	\$0	\$100,000	\$0
168 Traffic signal, Liberty/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
169 Traffic signal, Liberty/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
170 Traffic signal, Liberty/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0
171 Traffic signal, Liberty/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
172 Traffic signal, Unnamed Arterial #2/Arterial #1	\$100,000	\$0	\$0	\$100,000	\$0
173 Traffic signal, Unnamed Arterial #2/Hillman	\$100,000	\$0	\$0	\$100,000	\$0
174 Traffic signal, Unnamed Arterial #2/Laspina	\$100,000	\$0	\$0	\$100,000	\$0
175 Traffic signal, Unnamed Arterial #2/Mooney	\$100,000	\$50,000	\$0	\$50,000	\$0

Projects	Cost Estimates	REVENUE SOURCES			
		State of California	City Projects	Transportation Impact Fees	Redevelop. Agency
176 Traffic signal, Unnamed Arterial #2/Morrison	\$100,000	\$0	\$0	\$100,000	\$0
177 Interchange Modification - SH 99/Tulare	\$12,000,000	\$12,000,000	\$0	\$0	\$0
178 Interchange Modification - SH 99/Ave. 200	\$9,600,000	\$0	\$2,600,600	\$6,999,400	\$0
179 Bardsley Avenue Railroad Overpass	\$2,000,000	\$0	\$1,000,000	\$1,000,000	\$0
180 Cartmill Avenue Railroad Overpass	\$4,000,000	\$0	\$2,000,000	\$2,000,000	\$0
181 SH 99, Avenue 184/Liberty	\$20,863,794	\$20,863,794	\$0	\$0	\$0
182 SH 63, Tulare/Liberty	\$8,507,376	\$8,507,376	\$0	\$0	\$0
183 North "M" Street Overcrossing	\$3,240,000	\$0	\$0	\$3,240,000	\$0
184 Tulare/Kern One-way Couplet	\$825,000	\$825,000	\$0	\$0	\$0
185 Alpine Overcrossing	\$3,250,000	\$0	\$0	\$3,250,000	\$0
186 Goodin Overcrossing	\$3,250,000	\$0	\$0	\$3,250,000	\$0
Totals	\$90,990,728	\$42,496,170	\$5,625,600	\$42,868,958	\$0

Table 10
EXISTING FUNDING AND EXPENDITURES

<u>Source</u>	<u>Total Revenues</u>	<u>Expenditures</u>		
		<u>Street Maintenance</u>	<u>Street Construction</u>	<u>Transit</u>
Federal Combined Road Program	\$1,1630,000	\$0	\$1,630,000	\$0
State Gas Tax	\$12,134,000	\$12,134,000	\$0	\$0
Transportation Development Act	\$15,679,000	\$1,806,000	\$101,000	\$13,772,000
Transportation Impact Fee	\$93,417,000	\$0	\$93,417,000	\$0
General Fund	\$15,000,000	\$15,000,000	\$0	\$0
TOTALS	\$137,860,000	\$28,940,000	\$95,148,000	\$13,772,000

SOURCE: Transportation Planning Group.

have been defined using City standards and associated costs have been determined based on current local information on construction costs and land values. (For additional project cost information, see the City of Tulare's Development Impact Fee Report prepared by MSI in July 1990, and Tulare Ordinance Number 1649--Development Impact Fees.)

3. Existing Revenues

The City of Tulare currently uses five funding sources to maintain and develop streets, and to provide public transit service. These sources are federal gas tax revenues, state gas tax revenues, state sales tax (Transportation Development Act Funds), general fund revenues, and the City's transportation impact fee funds.

a. Federal Gas Tax. The Federal Surface Transportation Assistance Act authorized a five cent increase in federal taxes on gasoline and diesel fuel from four cents to a total of nine cents per gallon. Revenue from the tax is deposited into the *Federal Highway Trust Fund* and distributed to states, counties and cities through a number of categories and special programs. Federal gas tax revenues are historically returned to Tulare through the federal Combined Road Program (CRP). The program provides approximately \$100,000 annually for maintenance or construction of streets. This fund has historically been used by the City for construction of street improvements such as widening existing streets or installation of traffic signals. Over the next 15 years, it is expected that the federal CRP will continue to provide revenues at the same per capita rate.

b. State Gas Tax. The state gas tax provides a significant level of funding directly to the City for maintenance and construction of streets. These funds are being augmented by the five cent increase in the gas tax approved in 1990 with the passage of Proposition 111. In addition, a one cent increase annually will continue over the next four years for a total increase of nine cents. Currently, the City receives approximately \$470,000 annually from state gas taxes. The State of California provides limited funding for the maintenance and improvement of State Highways within Tulare County. The State uses both federal and state gas tax revenues to develop capacity enhancing projects. Over the life of this element, the State of California is projected to provide over \$53 million toward the improvement of State Highways 63 (Mooney), 137 (Inyo and Tulare) and State Highway 99. The draft Regional Transportation Plan for Tulare County includes long range commitments to fund capacity enhancing projects along all three state highways in Tulare.

c. State Sales Tax. The City also receives approximately \$700,000 annually from Transportation Development Act funds. These funds which are collected by the State of California from sales taxes generated within Tulare. The funds are returned to Tulare for the development of public transit service. The act allows a City to spend state sales tax funds on street projects, provided that all transit needs are being met. Currently, Tulare uses approximately \$500,000 annually for operation of the Tulare Transit and DART services and the balance is used for street improvement and maintenance purposes.

d. General Fund. The City of Tulare has historically budgeted approximately \$1,000,000 annually from the City's general fund for street maintenance. This funding source has provided the city the opportunity to use the federal and state gas tax funds for other maintenance and capacity enhancing projects.

e. Development Impact Fee. In 1991, the City of Tulare adopted a comprehensive development impact fee structure which included transportation fees. These transportation impact fees were developed to address the long-range capacity needs in the developing areas of the city. This program is projected to generate over \$93 million dollars when all development anticipated by the *Land Use Element* is completed. This revenue will insure the completion of the planned roadway system.

In addition, one of the largest participants in the development of the future street system for this *Circulation Element* is the private development industry. Current City policy requires development adjacent to an existing or planned street to construct the curbs, gutters and sidewalks plus the equivalent of half of collector streets. The application of this policy is expected to provide for many of the necessary street improvements over the life of this *Circulation Element*.

f. Summary. An estimate of the existing City funding sources that can be expected by 2005 has been completed to provide an understanding of the capabilities of the current

funding sources to provide for maintenance and development of streets, as well as the operation and capitalization of transit. Table 10 shows the estimated revenues that are projected to be available from the existing five City funding sources. Table 10 also includes expected expenditures for maintenance and construction of streets, as well as the operation and capitalization of transit services.

4. Ongoing Costs

As shown in Table 10, the estimated costs associated with the maintenance of the City's street system is projected to total nearly \$29 million over the life of the *Circulation Element*. Likewise, the operation and capitalization costs for public transit are estimated at more than \$13 million. The transit estimate assumes increasing expenses to fund expanded transit services. The remaining funding, which is estimated at approximately \$71.8 million, will be available for street construction. The majority of those funds (approximately \$70.1 million) will be generated from the transportation impact fees.

5. Revenue Shortfall

The calculation of the revenue shortfall begins with the identification of projects that address existing capacity problems in the community. California court cases stipulate that future development can not be held financially responsible for existing capacity problems. (Such projects are called "remedial projects".) Therefore, the first priority of the existing revenues (excluding the development impact fee) is to address current congestion problems. Once those existing capacity enhancing projects are funded, any remaining funds from existing sources are available for improvement projects needed to accommodate new development. The segment of Prosperity Avenue between SH 99 and SH 63 (described earlier in the *Circulation Element* formulation process as operating below LOS "C") was recently improved by the City, significantly increasing the capacity of the intersections of Blackstone at Prosperity, and Hillman at Prosperity. These two capacity enhancing projects eliminated all remedial projects within the city.

In developing the Tulare transportation impact fees, the City of Tulare assumed financial responsibility for all or portions of several projects. This assumption of financial responsibility was based on the relationship between the existing City population and the projected population. Completion of these capacity enhancing projects will cost the City of Tulare over \$10.6 million before 2005.

Table 11 illustrates the calculation of the revenue shortfall for the City-funded projects and the projects to be funded from the transportation impact fees (TIF).

Table 11
PRE-2005 REVENUES VS. EXPENSES CALCULATIONS

City-Funded Projects

City Revenues	\$ 1,731,000
City Funded Project Costs	<u>- 10,639,000</u>
Shortfall in City Revenues	(\$ 8,908,000)

Transportation Impact Fee Funded Projects

Transportation Impact Fee Revenues	\$ 70,063,000
New Projects Costs	<u>- 78,048,000</u>
Transportation Impact Fee Funding Shortfall	(\$ 7,985,000)

SOURCE: Transportation Planning Group.

Since Tulare has no outstanding remedial projects all of the available revenue from the federal Combined Road Program (CRP) and the Transportation Development Act funds not used for transit can be used for capacity enhancing projects. However, the City of Tulare is committed to provide funding totaling over \$10.6 million for future projects before 2005 and has available only \$1.7 million with a resulting shortfall of nearly \$9 million.

The transportation impact fee fund program is projected to generate approximately \$70 million by 2005. However, necessary projects including the expansion of the State Highway 99 interchanges, have projected costs to be paid by these fees of over \$78 million resulting in an additional shortfall of nearly \$8 million.

With the shortfalls identified above and summarized in Table 11, the city will need to develop additional funding of nearly \$17 million in order to deliver the necessary road improvement projects.

6. Funding Options

Faced with a revenue shortfall, the city has several options from which to develop a balanced funding program for the *Circulation Element*. One or a combination of these options can be used to develop the preferred funding program. The following section describes the funding options available to the community.

- a. Extend the Project and Revenue Time Horizon. For the purposes of this *Circulation Element*, specific projects and revenues are assumed and projected to be in place by the year 2005. Because several projects are not deliverable within this timeframe, and because land use will develop at an unknown pace, it is reasonable to assume that additional revenues will be available to the community through both City funding sources and the transportation impact fee fund. By extending the time horizon of both the delivery of projects and the generation of revenues beyond 2005, additional revenues would be available to the City from existing sources and from the transportation impact fee fund. This would provide additional funds for the City share of projects and would reduce the shortfall projected in the transportation impact fee program.
- b. Reduced Level of Service. Reduction in the adopted level of service is another alternative available to the City to reduce the revenue shortfall. Cost savings would be found by changing City policy to allow for a Level of Service of "E" as the minimum acceptable level of service. This policy change would reduce the number and magnitude of projects needed to maintain the adopted service level.
- c. Increases in the State Gas Tax. The passage of Proposition 111 in June 1990 raised the State fuel tax from nine cents to thirteen cents per gallon, with an additional one cent per gallon being added over the succeeding four years. These additional funds have been programmed into the existing revenue expected over the life of the *Circulation Element*. An additional increase in the state gas tax beyond the 18 cents currently authorized is a potential future revenue source. However, the probability of this increase is unknown at this time.
- d. Increases in the Federal Gas Tax. The federal transportation program was extended in 1991 and will be reviewed again in 1996. It is expected that over the life of this *Circulation Element*, federal revenues will be continued at the same per capita rate that is currently in place. These funds have been programmed within this document for state highway improvements and have been accounted for in the projection of City of Tulare revenues available for roadway system capacity enhancement. The expansion of federal revenues over the life of the element is not anticipated.
- e. Transportation Impact Fees. With the implementation of a comprehensive transportation impact fee in 1992, the City of Tulare has made a significant commitment to

funding and building the necessary street system to accommodate future population and employment growth. The transportation impact fee program has eliminated limits on development due to inadequate capacity in the existing or planned street system. It also represents a commitment to maintaining the city's interface with the regional roadway system. The required annual review and updating of the fee structure will provide the city with an ongoing mechanism to insure that projects are developed and constructed in a timely manner.

f. Development Sponsored Improvements. Another alternative for delivering the necessary projects would be to increase the required developer assistance in the funding for improvements to the transportation network. Currently, developers are required to install curbs, gutters, sidewalks, and half of all collector streets adjacent to their projects. This alternative would increase the role of development in construction of collectors, arterials, and major arterials. Adjacent development would be asked to complete larger portions of the new streets and thereby reduce the public cost of new construction. Policy options include requiring the adjacent development to construct half of the collectors and the arterials and to pay for all oversizing necessary for development, or to require development to "fully" mitigate impacts to adjacent and surrounding streets as part of development. With the introduction of the transportation impact fee, development projects are already participating in street improvements at a significantly higher level than before adoption of the fee.

g. County Wide Sales Tax. The state allows for the imposition of sales tax increases of up to one percent in a county for the purpose of generating funding for transportation. Numerous valley counties have implemented this method of generating additional funds for street projects including Fresno, Madera and Sacramento Counties. In 1988, a one percent sales tax initiative was placed on the ballot and was defeated by the voters. Again in 1990, a one-half percent sales tax initiative was placed on the ballot and as in 1988, the measure was defeated (by 60 percent of the voters). The 1990 measure would have generated approximately \$25 million for Tulare over the 20-year life of the measure. Those funds were to be dedicated exclusively to transportation projects within the city.

h. County Wide Gas Tax. Similar to the County sales tax option, State law allows for the county to impose a gasoline tax for the purposes of funding transportation projects. A countywide gas tax would be collected by the State through the current collection system and returned under the current gas tax distribution method. A countywide gas tax has never been implemented in California. This is primarily due to the anticipated revenue lost to adjacent counties without the tax which would offset the revenue gains from the tax.

i. City General Funds. City general funds are another available source from which to make up revenue shortfalls. Historically, cities have received significant general fund revenues from Vehicle In-Lieu Fees (registration fees) collected by the State and returned to

the community. In recent years, the State Legislature has used these funds to assist in balancing the State's budget and the long-term stability of these funds is questionable. The City of Tulare has historically contributed to the maintenance of the existing street system with annual budget expenditures from the general fund. This *Circulation Element* assumes that this commitment will continue and that revenue from the general fund will be used exclusively for continuing maintenance of the street system.

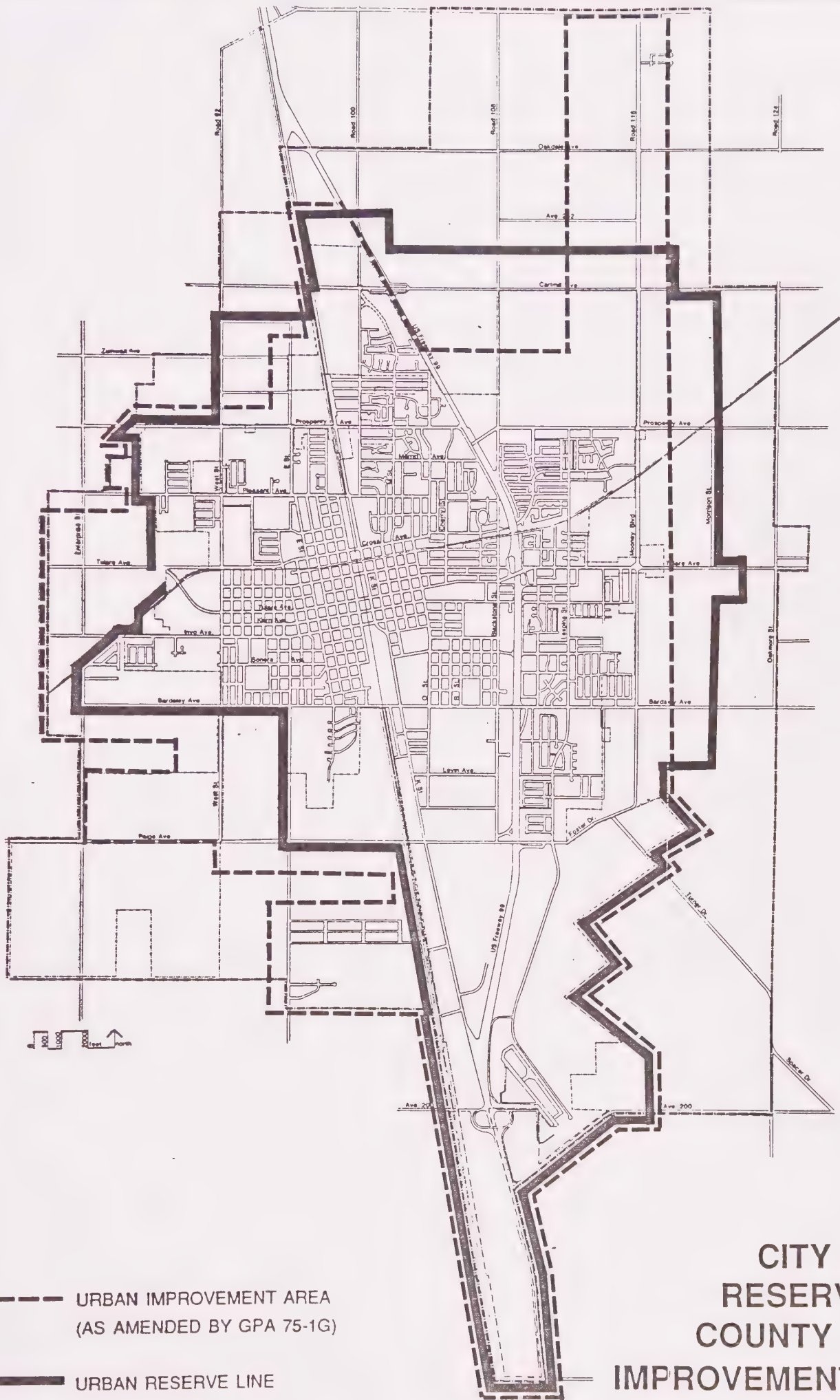
j. Assessment Districts. Another possible method of financing the revenue shortfalls would be the creation of special assessment district(s) within the city. A special assessment is a levy placed on property to finance improvements that benefit that property. These assessments are paid by the property owner at the time property taxes are paid. The district can either issue bonds to pay for the proposed street improvements or collect funds and build needed projects on a "pay-as-you-go" basis.

7. Recommended Funding Plan

Based on the available funding sources and the options for additional funding as outlined above, the recommended funding plan for the Tulare *Circulation Element* is as follows:

- (1) Maximize existing revenues from local, county, state and federal sources.
- (2) Continue the current City policy for development requirements for construction of curb, gutter and sidewalk plus one-half of a collector street.
- (3) Extend the time frame of project development and revenue generation for selected street projects.
- (4) Review each of the existing funding sources and the transportation impact fee every two years for changes in local, county, state and federal revenues, as well as, changes in the project list and estimated project costs.

APPENDIX A



*Should also show
BSP area & influence line*

--- URBAN IMPROVEMENT AREA
(AS AMENDED BY GPA 75-1G)

— URBAN RESERVE LINE

CITY URBAN RESERVE LINE COUNTY URBAN IMPROVEMENT AREA

ENVIRONMENTAL IMPACT REPORT



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I. INTRODUCTION

I. INTRODUCTION

A. EIR PURPOSE AND APPLICATION

This environmental impact report (EIR) describes the environmental implications of the proposed updates to the *Land Use Element* and *Circulation Element* of the City of Tulare General Plan.

This environmental impact report has been prepared by the City of Tulare (the Lead Agency¹) pursuant to all relevant sections of the California Environmental Quality Act (CEQA). The report is intended to inform city decision-makers, other responsible agencies, and the general public of the proposed updates to the two elements and the environmental consequences of their approval. As used in this EIR, the terms "General Plan Update," "updates," and "project" are defined to mean the updates to the *Land Use Element* and *Circulation Element* of the Tulare General Plan, and the various local and state approvals, entitlements, and permits which will be required to implement the updates.

As stipulated by CEQA Guidelines, this EIR is intended to serve as a public disclosure document that identifies those environmental impacts associated with the proposed project which are expected to be significant, describes possible mitigation measures which could minimize or eliminate those significant adverse impacts, and describes and evaluates a range of reasonable alternatives to the proposed project.

This EIR is intended to serve as the CEQA-required environmental documentation for city use in consideration of the proposed updates and subsequent implementing actions such as future annexations. As the Lead Agency, the city also intends that this EIR shall serve as the CEQA-required environmental documentation for consideration of this project by other Responsible Agencies² and Trustee Agencies,³

¹CEQA Guidelines define the "Lead Agency" as the public agency which has the principal responsibility for carrying out or approving a project.

²Under CEQA Guidelines, the term "Responsible Agency" includes all public agencies, other than the Lead Agency, which have discretionary approval power over aspects of the project for which the Lead Agency has prepared an EIR.

³Under CEQA Guidelines, the term "Trustee Agency" means a state agency having jurisdiction by law over natural resources affected by the project which are held in trust by the people of California. The California Department of Fish and Game, given its jurisdiction over the fish and wildlife of the state, may be concerned with project impacts on local biotic resources.

including Tulare County, the State Department of Transportation (Caltrans District 3), and the State Department of Fish and Game.

B. GENERAL APPROACH

1. EIR Requirement

The adoption or amendment of a general plan or element of a general plan constitutes a "project" for the purposes of the California Environmental Quality Act (CEQA) and the State CEQA Guidelines. The city has determined that the proposed changes to the general plan update may cause a significant effect on the environment, and therefore this document has been prepared. This EIR is a public information document to be used by the city to analyze the significant environmental effects of a proposed project, to identify alternatives and to disclose possible ways to reduce or avoid the possible environmental damage.

2. EIR Focus and Specificity

As stated in section 15146 (b) of the CEQA Guidelines, an EIR on a project such as the adoption or amendment of a local general plan should focus on the secondary effects that can be expected to follow from the adoption or amendment, but need not be as detailed as an EIR on a specific construction project that might follow. State CEQA Guidelines indicate that the degree of specificity required in an EIR should correspond to the degree of specificity involved in the underlying activity which is described in the EIR (Section 15146). The Guidelines also state that an EIR on a project such as an adoption or amendment to a local general plan *should focus on the secondary effects that can be expected to follow from the adoption or amendment, but the EIR need not be as detailed as an EIR on the specific construction projects that might follow.* (Section 15146(b)) The secondary effect of plan adoption (facilitated residential, commercial, industrial, and related population and employment development) would, in turn, result in environmental impacts (land use changes, traffic increases, added municipal service needs, air emissions increases, etc.). This EIR focuses on such secondary effects and related impacts.

These CEQA provisions (Section 15146) address the fact that the adoption of local general plans may deal with land use and circulation issues on a level of broad generalities and in such an instance, the EIR need not engage in a speculative analysis of environmental consequences of future and unspecified development (Atherton v. Board of Supervisors of Orange County, (1983) 146 Cal.3d 346).

3. Program EIR

This document has been formulated as a "program EIR" under the authority of Section 15168 of the CEQA Statutes and Guidelines. The program EIR is a CEQA-authorized device that is particularly appropriate for use for decisions to carry out a new governmental

program or adopt a new body of official policies or regulations, such as a general plan update. The program EIR enables the City to examine the overall effects of the proposed course of action and to take steps to avoid unnecessary adverse environmental effects.

A program EIR is an EIR which addresses the environmental consequences of a series of related actions that can be characterized as one project. In summary, CEQA stipulates that the series of actions must be related either: (1) geographically, (2) as logical parts of a sequence of contemplated actions, (3) in connection with plans, regulations, or criteria governing a continuing program, or (4) as individual activities carried out under the same statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways. The proposed updates to the Tulare *Land Use Element* and *Circulation Element*, and the series of actions required for their implementation, are characterized by all four of these relationships.

Section 15168 (d) of the CEQA Guidelines states that a program EIR can be used to simplify the task of preparing environmental documents on later specific projects which may occur as a result of the program. When individual projects within the planning area are proposed in the future, the City will be required to examine these individual activities during the normal initial environmental review process to determine whether their effects are adequately analyzed in this general plan update program EIR. If the proposed activities would have no effects beyond those analyzed in this program EIR, the City could assert that the activities are a part of the general plan update program which has already been approved, and no further CEQA compliance would be required. This approach offers a means for the City to reduce its CEQA compliance costs and still achieve a high level of environmental protection (CEQA Guidelines Section 15168, Discussion).

This general plan update program EIR can also:

- (1) Provide the basis for determining in a subsequent specific project Initial Study whether the later activity may have any significant effects;
- (2) Be incorporated by reference in later project-specific EIRs to address regional influences, secondary effects, cumulative impacts, broad alternatives, and other factors related to the program as a whole; and
- (3) Provide a basis for focusing an EIR on a subsequent, related, specific project on more direct impacts and on new effects which had not been considered before.

4. General Assumptions

The purpose of this EIR is to evaluate the likely environmental consequences of the general plan update in guiding and facilitating community growth, change, and improvement, including various types of real estate, public facilities, and economic development in the planning area. In this light, the environmental impact analyses in this EIR are based on the

conservative ("worst case") assumption that the combination of land use and circulation provisions set forth in the general plan update would be highly effective in facilitating community growth, change, and improvement, and as a result, the planning area as a whole will experience a continuation over the next 15 years of the accelerated urban growth trends that the city has experienced over the past three years. The analyses in this EIR also examine at a more general level the impacts of full buildout of the planning area under the proposed general plan update land use and circulation policies.

C. EIR SCOPE: POSSIBLE SIGNIFICANT ENVIRONMENTAL EFFECTS

As provided for in the CEQA EIR Guidelines, the scope of this environmental impact report includes all environmental issues to be resolved and all areas of controversy known to the Lead Agency (the city), including those issues and concerns identified as possibly significant by the city in its Initial Study of the proposed action (included in Appendix A of this report), and by other interested agencies and individuals in response to the city's Notice of Preparation of a Draft EIR.¹ The possible areas of concern to be resolved include:

1. **Land Use Factors**, including the potential effects of new and expanded land use designations on land use mix, compatibility, and growth.
2. **Population, Housing, and Employment**, including anticipated effects of the project facilitated development on local employment, population, housing and employment conditions, and on the local retail and commercial service environment.
3. **Circulation Factors**, including the effects of the project facilitated land use changes and associated population and employment changes, in combination with anticipated background traffic changes, on project area trip generation, trip distribution, and local transportation system operation.
4. **Municipal Service Factors**, including the impact of project facilitated buildout on the demand for local public services (water, sewer, police, fire, schools, parks, etc.).
5. **Drainage and Water Quality**, including the impacts of project facilitated buildout on storm water runoff, local flooding potentials, the adequacy of the local municipal storm drainage system, and local water quality conditions.
6. **Noise**, including the noise impacts of project-related local traffic changes and project-facilitated development near existing and projected local noise sources (railroad, freeway, etc.).

¹The city circulated a Notice of Preparation of a Draft EIR to interested and responsible agencies on June 21, 1989. A copy of the NOP is included in Appendix A of this report.

7. ***Air Quality***, including the potential air quality impacts of project-facilitated buildout and associated changes in point sources and mobile sources of air pollution.
8. ***Geotechnical Factors***, including the relationship of project-facilitated buildout patterns to local soils, geologic, and seismic conditions and associated impact potentials.
9. ***Cultural Resource Factors***, including impacts of project-facilitated change and buildout on planning area historic and archaeological resources.
10. ***Natural Resource Factors***, including the impacts of project on significant aquatic (Elk Bayou), vegetation, wildlife, and agricultural values.
11. ***Project Relationships to Adopted Plans and Policies***, including project consistency with the current adopted Tulare General Plan, and project consistency with relevant plans of regional agencies (Tulare Redevelopment Agency plans, Tulare County Council of Governments 1988 Regional Transportation Plan, etc.).
12. ***Alternatives to the Proposed Project*** and their comparative impact implications, including:
 - the CEQA-required *"no project"* alternative,
 - a *no change to the existing general plan* alternative,
 - a *low growth* alternative, and
 - a *high growth* alternative.

D. SIGNIFICANCE OF IMPACTS

This EIR identifies possibly significant adverse project impacts and recommends corresponding mitigation measures. Where it is determined that certain impacts would remain significant because no reasonably feasible mitigation measures have been identified in the EIR or because the mitigations that are identified may not reduce the impact to a level of insignificance, the EIR describes that impact as "unavoidable" (see section VII.B, Unavoidable and Irreversible Adverse Effects). Impacts which are identified as possibly significant, but which are not listed as "unavoidable" in section VII.B, have been determined to be capable of mitigation to a point of insignificance by imposition of the mitigation measure or measures identified in this EIR.

E. REPORT ORGANIZATION

The information in this EIR is generally organized under the twelve headings listed under C above. For each impact category (items 1 through 12 above), the report describes:

1. the existing setting;
2. significant impacts anticipated with the proposed project; and
3. suggested measures to mitigate these anticipated impacts.

In addition, the report includes a section summarizing the EIR information in terms of several CEQA-required impact categories, including growth-inducing effects, unavoidable and irreversible adverse effects, short-term versus long-term environmental productivity, cumulative impacts and effects found not to be significant.

II. SUMMARY OF IMPACTS AND MITIGATIONS

II. SUMMARY

This EIR chapter provides a brief summary of the proposed Tulare General Plan Land Use Element and Circulation Element updates and their environmental consequences. The chapter includes a summary description of the proposed update actions, a summary list of possible areas of controversy and issues to be resolved, a summary identification of each significant impact and associated mitigation recommendations, and a summary evaluation of project alternatives.

This summary should not be relied upon for a thorough understanding of the detailed individual impacts and mitigation measures. Please refer to Chapter IV for a complete description of project impacts and mitigation measures.

A. PROPOSED PROJECT

The City of Tulare proposes to revise and update the Land Use element and Circulation Element of the Tulare General Plan, the two most important general plan elements in terms of shaping the future physical form and character of the community. The update has been prepared in response to changing development trends in the City and region which have raised planning issues which may have been unknown or ignored five or ten years ago. The Central Valley is projected to be the fastest growing region in the state between 1991 and 2010. The City of Tulare, which grew by nearly 50 percent between 1980 and 1990, anticipates that it will be significantly affected by this growth. The City proposes to adopt the updated Land Use and Circulation elements as a blueprint for balancing the benefits of anticipated growth and change through the year 2005 with desires to maintain and enhance those qualities which make Tulare a desirable place in which to live and work.

The purpose of the Land Use Element update is to designate the proposed general distribution, location, and extent of future land uses in the community. The draft element update includes a set of development goals, objectives, policies, and actions, as well as a land use diagram (map), which together identify the location and intensity of different types of development allowable within the community.

The purpose of the Circulation Element update is to identify the general location of existing and proposed thoroughfares, transportation routes, and other transportation facilities in the community. The Circulation Element update includes a program of transportation provision and improvements designed to support the goals, objectives, policies, and proposals of the Land Use Element.

B. AREAS OF POSSIBLE CONTROVERSY AND ISSUES TO BE RESOLVED

As provided for in CEQA statutes and guidelines, the environmental focus of this EIR is limited to those areas of controversy or issues known to the City of Tulare (the Lead Agency), including those concerns identified as possibly significant by the City in its preliminary review (Initial Study) of the proposed project, and by other interested agencies and individuals in response to the City's Initial Study and Notice of Preparation.¹ These areas of controversy and concern include:

1. Land use effects,
2. Population, housing and employment effects,
3. Circulation effects,
4. Municipal service effects,
5. Drainage and water quality effects,
6. Noise effects,
7. Air quality effects,
8. Geotechnical effects,
9. Cultural resource effects, and
10. Natural resource effects.

C. SUMMARY OF IMPACTS AND MITIGATIONS

Each significant project impact and associated mitigation measure or measures identified in this EIR is summarized in the SUMMARY OF IMPACTS AND MITIGATIONS chart that follows. The summary chart has been organized to correspond with the more detailed impact and mitigation discussions in section IV of this EIR. The chart is arranged in five columns: (1) significant adverse environmental impacts, (2) level of impact significance prior to implementation of recommended mitigation measures, (3) recommended impact mitigation measures, (4) entity responsible for implementing the mitigation measure, and (5) level of impact significance after implementation of these mitigation measures.

In those instances where more than one measure may be required to mitigate an impact to a less-than-significant level, a series of mitigation measures is listed. For a complete description of the environmental setting, impacts, and mitigation measures associated with each particular impact, please refer to Chapter IV.

¹A copy of the city's NOP and Initial Study is included as Appendix A in this EIR.

SUMMARY OF IMPACTS AND MITIGATIONS

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
LAND USE				
The plan updated would result in concentration of residential growth in the east, west, and northeast subareas of the City, most notably in the Lagomarsino project in the northeast portion of the City. Future commercial growth would be directed to designated locations along Highway 99, in and around the downtown, and at key intersections in outlying areas rather than in an extensive strip along Mooney Boulevard.	LS	Mitigation measures related to these land use impacts are described throughout subsequent sections of this EIR.	City	LS
The citywide land use pattern set forth in the proposed <i>land use map</i> would result in impacts related to housing, employment, transportation, municipal services, drainage and water quality, noise, geotechnical factors, air quality, archaeology, vegetation, and wildlife. These impacts are described throughout the subsequent sections of this EIR summary.	S	Mitigations for these impacts are described throughout subsequent sections of this EIR.	City	LS

S = Significant
 LS = Less than significant
 SU = Significant unavoidable impact
 SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Plan update facilitated residential, commercial, and industrial expansion and intensification could introduce new land use conflicts between existing and future residential, commercial, and industrial development (noise, odor, air quality, visual, parking, and traffic conflicts).	S	City development review procedures should emphasize the need to avoid land use conflicts. Review procedures should include assurances of adequate separation, scale transition, noise buffering; protections against light, glare, and shadow impacts; and adequate offstreet parking provisions.	City	LS
<i>POPULATION, HOUSING, AND EMPLOYMENT</i>				
The plan update would facilitate growth in Tulare population, housing, and employment totals which would in turn generate certain land use, transportation, municipal services, drainage, water quality, noise, air quality, archaeology, vegetation, and wildlife impacts.	S	Mitigations for these impacts are described throughout subsequent sections of this EIR.	City	LS
<i>CIRCULATION</i>				
The plan update would facilitate growth which would increase traffic throughout the City's roadway system, resulting in unacceptable levels of service at several roadway segments as shown herein on EIR Figure 4. Plan recommended street improvements would offset these impacts to acceptable levels, with the	SU	These impacts on levels of service would be significant and unavoidable.		SU

S = Significant
 LS = Less than significant
 SU = Significant unavoidable impact
 SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
exception of those locations shown herein on EIR Figure 5 (i.e., Mooney Boulevard from East Tulare Avenue to the northern edge of the Planning Area, on the Prosperity Avenue Bridge over Highway 99, on East Tulare Avenue from Highway 99 to Mooney Boulevard, on Bardsley Avenue between K Street and Highway 99.)				
Demand for Tulare Transit and Dial-a-Ride Tulare would increase within the City as population and employment increase.	S	Additional Tulare Transit and Dial-a-Ride Tulare services should be provided to match increased demand. Mitigation emphasis should be on the transit facilities providing the most efficient service.	Transit Providers	LS
Plan update facilitated commercial and industrial growth and increases in demand for recreational use of the airport due to population increases could create new demands on the airport facilities.		The City should plan for the ultimate expansion of the Tulare Municipal Airport (within certain physical and fiscal constraints) as necessary to meet the business, recreational, and agricultural aviation needs of the City's residents and business community.	City	LS
Plan update facilitated growth and business development would result in corresponding demands for increased shipping service on the Southern Pacific and Santa Fe Railroad lines and for increased passenger rail service on Amtrak. All of these rail services could	S	Increased bus service to Hanford should be provided.	Transit Providers	LS

S = Significant
LS = Less than significant
SU = Significant unavoidable impact
SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
accommodate substantial increases in demand. Increased demand for Amtrak service would also increase the existing inconvenience of traveling to Hanford to the nearest Amtrak station.				
<i>Parking.</i> Plan update facilitated commercial activity in the downtown area would result in corresponding increases in the demand for parking.	S	The City should develop a downtown parking plan which should review the Municipal Parking District Boundaries, the City's parking requirements, the location and adequacy of parking signage, and measures to discourage employee parking in prime parking spaces.	City	LS
<i>Bicycles.</i> Plan update facilitated growth and related traffic increases would increase the conflicts between automobiles and bicyclists.	S	Continue to develop, refine, and implement a comprehensive bikeway plan for existing and future urbanized areas.	City	LS
<i>Pedestrian.</i> Plan update facilitated population growth and associated traffic increases would increase conflicts between automobiles and pedestrians in those areas with existing pedestrian facility inadequacies.	S	Establish a program to implement needed restoration and improvement of sidewalks and pathways in those urbanized areas without such facilities.	City	LS
<i>Truck traffic.</i> Plan update facilitated increases in truck traffic would exacerbate existing problems related to conflicts between automobiles and trucks, damage to local streets, and nuisances caused by truck traffic.	S	Prepare and implement a new truck route plan to minimize identified impacts.	City	LS

S = Significant

LS = Less than significant

SU = Significant unavoidable impact

SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
<i>MUNICIPAL SERVICES</i>				
<i>Water.</i> Plan update facilitated growth would generate an increase in water demand of approximately 108 percent. This increased demand would require the drilling of new wells, construction of substantial extensions to the existing water distribution system, and improvements to older, deficient portions of the system.	LS	These improvement needs would be routinely implemented and funded by connection and impact fees for new development. No additional mitigation is required. However, it is recommended that water demands be reduced through incorporation of water conservation devices in new commercial, industrial, and residential development.	City	LS
<i>Sewer.</i> Plan update facilitated growth would increase wastewater generation by roughly 129 percent by the year 2005, and would exceed the system's domestic treatment capacity within three to five years. Expansion of the treatment plant capacity would be funded by the city's development impact fee.	S	Citywide sewer connection fees and impact fees should be adjusted if necessary to adequately finance expansion of City's domestic treatment plant component capacity within the next three to five years.	City	LS
Plan update facilitated growth would exacerbate existing sewage collection system inadequacies.	S	Citywide sewer connection and impact fees should be adjusted if necessary to adequately fund the domestic sewage line collection system repairs and expansions required by new growth.	City	LS

S = Significant
 LS = Less than significant
 SU = Significant unavoidable impact
 SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Plan update facilitated growth in the "industrial" sewer system would increase treatment plant capacity demands by 1.3 mgd or approximately 64 percent. These increases are within the capacity of the existing Food Processing Sewage Treatment Plant Capacity.	LS	No mitigation required.	--	LS
Plan update facilitated increases in industrial sewage treatment flow would be within the capacity of the existing collection system.	LS	No mitigation required.	--	LS
<i>Police.</i> Plan update facilitated population and business growth would require an additional 30 to 50 sworn police officers and related facilities by the year 2005. This increase in service would also require the expansion of police facilities to accommodate increased personnel. The increase in facilities required to serve new development should be funded by payment of the development impact fee.	S	The City should allocate general revenue funds adequate to support necessary increases in police personnel.	City	LS
<i>Fire.</i> Plan update facilitated growth would require the addition of 16 to 25 fire fighters and related fire facility expansions by the year 2005. The facility expansion should be funded by the development impact fee.	S	The City should allocate general revenue funds adequate to support necessary increases in fire department personnel.	City	LS

S = Significant
 LS = Less than significant
 SU = Significant unavoidable impact
 SRS = Impact substantially reduced, but still significant

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
<i>Ambulance.</i> Plan update facilitated growth could require the addition of two ambulances and associated personnel increases over the next 15 years.	S	The City should allocate general revenue funds adequate to support required medical facility and personnel provisions. Additional ambulance and/or paramedics should be provided as population increases.	City/Tulare District Hospital	LS
<i>Schools.</i> Plan update facilitated residential growth would generate an additional 4,400 to 6,600 K-6 grade students, 1,120 to 1,650 middle school (7-8 grade) students, and 2,240 to 3,300 high school students over the next 15 years. These increased enrollment levels would exacerbate existing over-enrollment in City schools and would require the addition of six to ten elementary schools, two to three middle schools, and two additional high schools by the year 2005. One of these high schools is planned to be under construction by the year 2000.	S	The City should also coordinate its housing permit issuance activities with the school district to maintain a proper relationship to available capacity within schools. City advanced planning activities should also identify optimum future school site locations. Development review of subdivisions should consider site dedication and other provisions for new school construction when appropriate.	City, School Districts	LS
<i>Parks and Recreation.</i> Plan update facilitated population growth would create the need for 95 to 150 acres of additional neighborhood and community park land, and up to 65 acres of major urban parkland by the year 2005. This growth would also require the addition of community and neighborhood recreation centers and recreation programs. Part of this	S	City advanced planning activities should conceptually identify optimal site locations for future parks and should establish a strong policy foundation for the establishment of implementation requirements (e.g., park dedication or in lieu fee requirements, revised development impact fees, etc.).	City	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
need would be funded through implementation of the city's development impact fee.		City development review of individual projects should also consider park site requirements consistent with adopted city policy.		
<i>DRAINAGE AND WATER QUALITY</i>				
Plan update facilitated growth could generate roughly a 111 percent increase in urban runoff volumes by 2005. Such increases in runoff would require substantial additions to the City's storm drainage system. The additions would be funded by the city's development impact fee.	S	City storm drainage system capital improvement planning should consider these long-term growth projections. Storm drainage fees for new development should be adjusted if necessary to fund needed long term drainage system improvements.	City	LS
Grading activities of plan update facilitated development would have associated short-term erosion and sedimentation impacts. Water quality of surface water bodies and the groundwater aquifer could also be degraded by urban debris and petroleum wastes collected in the increased drainage runoff.	S	Short-term erosion and sedimentation prevention measures as described in this EIR should be required as part of approval of individual projects. Long-term water quality measures such as street sweeping of public roadways and long-term maintenance and cleaning of roadways and drainage collection system components (i.e., catch basins) should also be required.	City	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
<i>NOISE</i>				
Plan update facilitated growth and associated increases in traffic would increase noise levels in Tulare along major roadways, resulting in greater urban areas being exposed to noise levels above 60 to 65 dBA.	S	Noise-sensitive projects proposed at locations exposed to noise levels of 60 to 65 dBA or above should be approved only following preparation of detailed noise studies and the incorporation of specific noise mitigation measures (e.g., sound-rated glass, wall insulation, etc.).	City	LS
Plan update facilitated development may include the location of incompatible land uses adjacent to each other.	S	All proposed projects should be subject to noise-related performance standards.	City	LS
Construction activities of individual, plan update facilitated projects (operation of heavy equipment, compressors, jack hammers, etc.) could result in significant temporary noise impacts on nearby land uses.	S	Construction period noise mitigation measures, such as limitation on construction hours, muffling of construction equipment, etc., should be required as conditions of individual project approval.	City	LS
<i>AIR QUALITY</i>				
Plan update facilitated growth would increase local and regional air emissions from mobile sources (i.e., increased traffic) and point sources (new industry).	S	The circulation system improvements identified in the implementation section of the proposed <i>Circulation Element</i> to reduce traffic congestion would also reduce related hydrocarbon, CO, and nitrogen oxide emissions.	City	SRS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Plan update facilitated construction of individual projects would intermittently generate pollutants. Emissions from gasoline and diesel-powered construction equipment would increase local pollutants as would the laying of hot asphalt.	S	The City should require as part of individual project approval that construction contracts for project-facilitated development include scheduling, maintenance, and covering requirements for construction sites to minimize dust impacts. Contracts should also include provisions to prohibit unnecessary idling of equipment.	City	LS
<i>GEOTECHNICAL FACTORS</i>				
Plan update facilitated development would be subject to potential soil subsidence due to increased ground water extraction and reduced ground water recharge areas.	S	Future development should be required to incorporate ponding basins and other percolation areas into their designs as necessary to offset subsidence impacts.	City, TID	LS
<i>CULTURAL RESOURCE FACTORS</i>				
Archaeological sites may be adversely affected by plan update facilitated development.	S	If archaeological features are encountered during construction of individual projects, a qualified archaeologist should be contacted to evaluate the finds and make appropriate mitigation recommendations.	City	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Plan update facilitated development could encourage demolition or insensitive renovation of historic buildings or inappropriate construction on historic sites.	S	The City should apply the Historic Site and Historic Neighborhood Combining District to all appropriate areas within the City.	City	LS
<i>NATURAL RESOURCES</i>				
Plan update facilitated development could disturb the two endangered species of vegetation found in the area (e.g., the California jewelflower and the Tulare Pseudobahia.	S	The City should require onsite investigation by a qualified biologist of all proposed individual project sites which could contain suitable habitats for these two species. If these species are found on a development site, project-specific mitigation measures should be required.	City	LS
Plan update facilitated development could disturb endangered wildlife species known to exist in the Tulare area (e.g., blunt nosed leopard lizard, black shouldered kite, San Joaquin antelope squirrel, San Joaquin pocket mouse, San Joaquin kit fox, and the Morrison blister beetle.	S	The City should require onsite investigation by a qualified biologist of all proposed project sites which could contain suitable habitats for these species. If these species are found on a site, project-specific mitigation measures should be required.	City	LS
Plan update facilitated development could result in the loss of over 4,000 acres of unincorporated land described by the Soil Conservation Service as "suitable for agriculture."	S	The general plan update designation of the Urban Reserve Line should be enforced to help delay and reduce the extent of this impact.	City	SRS

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 SU = Significant unavoidable impact
 SRS = Impact substantially reduced, but still significant

D. MITIGATION IMPLEMENTATION

For those mitigations from this EIR which are included as conditions of project approval, a project-specific monitoring program would be formulated by the City for use to ensure effective mitigation implementation. Implementation of most of the environmental impact mitigation measures recommended in this EIR would be subject to effective monitoring through the city's normal plan implementation and subsequent development review procedures. To satisfy State AB 3180, a documented record of implementation will be necessary. Section VIII of this EIR includes a suggested Mitigation Monitoring Checklist form for City staff use in meeting the requirements of AB 3180; i.e., in establishing the "who, what, when, where, and how" aspects for each mitigation measure from this EIR which is ultimately required as a condition of project approval.

E. SUMMARY OF ALTERNATIVES

As noted in the Introduction, this EIR examines the comparative merits of a number of alternatives to the proposed action, including: (1) a "no project" alternative, where no changes to the old Tulare General Plan Land Use Element or Circulation Element would be adopted by the city; (2) a "Compact Growth Alternative" which includes a more restrictive *Urban Reserve Line*; and (3) an "Unconstrained Growth Alternative" which would not have any *Urban Reserve Line*.

III. PROJECT DESCRIPTION

III. PROJECT DESCRIPTION

This chapter describes the proposed actions or "project" addressed by this EIR. As called for by state CEQA Guidelines, the project description which follows has been detailed to the extent needed for adequate evaluation and review of General Plan update environmental impacts. The chapter describes: (a) the location and boundaries of the project, (b) the basic goals and objectives of the two elements, (c) the specific land use designation and circulation element changes proposed (d) the jurisdictional approvals required to allow the project, and (e) the intended uses of this EIR.

A. PROJECT SETTING

1. Location

The location of the proposed *Land Use Element* and *Circulation Element* update planning area is described and illustrated in the Preface to these two elements on pages 13 through 17, including Figures 1, 2, and 3.

2. Local Setting

The boundary, land area, topography, and existing urban pattern of the proposed planning area are described and illustrated in the Preface to these two elements on pages 17 through 21, including Figures 3 and 4.

B. HISTORICAL BACKGROUND

The history and background leading up to the update program are described on page 22 of the update Preface.

C. BASIC PROJECT OBJECTIVES

The new general plan *Land Use* and *Circulation* elements are intended to balance the benefits of anticipated growth and change over the next 15 years with desires to maintain and enhance those qualities which make Tulare a desirable place to live and work. The two elements have been designed to promote a vision for:

- (1) the continuation of Tulare as a full service city;

- (2) the encouragement of a balanced, generally concentric and contiguous growth pattern which can be efficiently provided with adequate public services and infrastructure;
- (3) the maintenance and improvement of existing residential neighborhoods;
- (4) the creation of distinctive new, high quality residential neighborhoods;
- (5) the application of a high standard of design quality in all new development;
- (6) the fostering of the downtown as the City's civic, cultural, and service center;
- (7) the location of community shopping opportunities at convenient and appropriate locations along key circulation arterials; and
- (8) the establishment of regional shopping opportunities along Tulare's highly accessible freeway frontage.

In addition, these two plan elements are designed to guide the City towards this overall vision in an orderly manner so that efficient and convenient circulation are maintained, adequate public infrastructure and services are provided, the agricultural heritage of the City is respected, and related environmental impacts are minimized.

The City's previous *Land Use Element* was prepared in 1978 by the City of Tulare Planning and Building Department and was adopted by the City Council in September of 1979. The City's previous *Circulation Element* was last updated in 1981 to reflect and facilitate the policies set forth in the 1978 *Land Use Element*.

D. PROPOSED GENERAL PLAN REVISIONS

1. Land Use Element

The *Land Use Element* revisions have been designed to: (a) provide land use allocation which reflect reasonable and desirable expectations; (b) encourage a balanced and generally concentric pattern of development in the City, accommodate continued outlying agricultural activities; (c) provide for efficient provision of public services; and (d) guide the pattern of residential and commercial growth in the northeast subarea to fulfill the potential of that area of high quality development while minimizing reliance of the northeast area neighborhoods on areas outside Tulare for shopping needs. The most significant **land use map** and policy changes proposed to accomplish this agenda include the following:

- creation of an "Urban Reserve Line" which is intended to mark the outer edge within which urban development can occur during the *Land Use Element* time period;

- a reduction in the current excessive general plan commercial land use inventory in the interest of encouraging more efficient commercial growth and to maximize the land use inventory available for residential and other identified non-commercial land use demands;
- substantial revision to current general plan land use allocations along Mooney Boulevard, including changing the primary land use designations along the corridor from continuous commercial to residential with concentrations of commercial and office/business park at key locations, and relocation of primary future commercial area designations away from the northern end of this corridor to more appropriate areas along the east side of Highway 99, in and around the downtown, and selected outlying areas more convenient to anticipated Tulare residential growth;
- designation of the 614-acre Lagomarsino site as a "specific plan area," and identification of the general land use parameters to be incorporated into the specific plan;
- incorporation of all relevant policies from the 1983 South Tulare Specific Plan, with the exception of certain land use designation revisions, including a reduction in the quantity of commercial land designated along Laspina Street; and
- expansion of the planning area by approximately 1,660-acres (a nine percent increase) along the southwest edge to increase city involvement in planning for areas adjacent to Elk Bayou and preserve the rural character of land south of the Bayou surrounding the U.C. Veterinary Medicine Teaching and Research Center.

2. Circulation Element

The *Circulation Element* revisions have been designed to support the *Land Use Element* and provide for the following related provisions: (a) street and highway system layout and improvement needs and associated funding considerations; (b) transit needs; (c) parking needs; (d) other non-vehicular circulation needs (i.e., pedestrian and bicycle provisions); (e) transportation systems management (TSM) and transportation demand management (TDM) needs; (f) railroad needs; (g) trucking needs; and (h) aviation needs.

The most significant ***circulation map*** changes, policy, and related circulation system improvement measures proposed to accomplish this agenda include the following:

- establishment of a revised hierarchy of street system classifications with differing functions and design standards;
- establishment of an operation "Level of Service" standard (maximum acceptable LOS Level) of "D" as the minimum desirable level at which freeways, major arterial streets, arterial streets, and their intersections should operate;

- establishment of fair share cost responsibilities between the City and benefitting future development for all major arterial, arterial, and collector street improvement needs, existing and future;
- establishment of policies to properly coordinate development of the roadway system shown on the ***circulation map*** with implementation of the land use development pattern shown on the new ***land use map***;
- identification of a list of roadway improvement projects which will be necessary to achieve these policies;
- promotion of increased use of local public transit as a means to reduce traffic congestion and air quality impacts;
- encouragement of an improved public transportation link between Tulare and Visalia, Hanford, and the rest of the region;
- provision of improved parking adequacy and convenience, especially in downtown Tulare, but also in residential and other commercial areas;
- provision of a continuous and safe system of sidewalks and pedestrian paths, including installation of sidewalks with all new residential and commercial construction, and correction of sidewalk deficiencies in existing neighborhoods; and
- provision of an efficient truck route system that adequately serves the industrial and commercial areas of the City and minimizes impacts on residential neighborhoods.

E. REQUIRED JURISDICTIONAL APPROVALS

Implementation of the proposed updates will require approval of associated general plan amendments by the City of Tulare Planning Commission and City Council. State law requires that the Planning Commission and City Council each hold at least one public hearing before it takes formal action on a general plan amendment (Government Code Section 65351). The results of this public review process will then be considered by each body before taking formal action to revise or adopt the updates. To the extent possible, formal public review of the draft updates and the draft EIR should take place together.

F. INTENDED USES OF THE EIR

As explained earlier in this chapter, the City of Tulare is acting as the Lead Agency for all environmental documentation and procedural requirements with respect to the Tulare *Land Use* and *Circulation* element updates. This EIR has been prepared to serve as the CEQA-required environmental documentation for city consideration of the updates, as well as various subsequent city actions necessary to implement the plan. As the Lead Agency, the city also intends that this EIR serve as the CEQA-required environmental documentation for

approvals relating to the updates which may be made by other responsible agencies, including the Tulare County Council of Governments (TCOG), the State Department of Commerce, and other responsible agencies not identified at this time.

G. ANTICIPATED CHANGES IN THE PROJECT

The formal public review process will inevitably lead to changes in the draft updates. Such modifications of the updates that occur before or after certification of the Final EIR, and that do not result in significant additional adverse impacts and mitigation needs, would not require preparation and circulation of a new EIR.

IV. SETTING, IMPACTS, AND MITIGATIONS

A. LAND USE FACTORS

1. SETTING

a. Citywide Land Use Characteristics

(1) Existing General Plan Land Use Designations. The current Tulare General Plan *Land Use Map* is shown on EIR Figure 1. The map represents current city land use policy. EIR Tables 1 and 2 indicate the acreage totals designated in the current general plan for each basic land use within the Tulare planning area as a whole and within the city limits.

(2) Overall Land Use Pattern. The overall pattern of existing land use in the Tulare planning area is illustrated on Figure 5 in the draft *land use element* (LUE). The map provides a general depiction of which areas designated for various land uses on EIR Figure 1 are currently occupied, based on analysis of recent aerial photography. The map is intended to be schematic, and does not show precise development footprints existing on each parcel. Assuming that incidents of land uses which are in nonconformance with current general plan and zoning policies are limited, the map represents a reliable general depiction of existing land use patterns in Tulare.

A summary of the total acreages of occupied land in the overall Tulare planning area by land use category is provided in EIR Table 1. Similar information for the area within the Tulare city limits is provided in Table 2. These tables also identify the remaining acreages for each general plan land use designation on EIR Figure 1 which have not been converted to urban use.

(3) Industrial Land Inventory. EIR Table 1 indicates that there are approximately 1,945 acres of land currently designated for industrial development in the Tulare planning area. EIR Figure 1 indicates that the bulk of this total is located in the Tulare Industrial Park in the southern and southeastern areas of the city. There are also small areas of industrially designated land in the west area near the intersections of Tulare Avenue and West Street and Inyo Avenue and Enterprise Street; in the north area between Highway 99 and J Street north of Cartmill Avenue; in the northeast area of the city near the J Street interchange, the Prosperity/"E" Street intersection, and along Mooney Boulevard; and in the central area of the city on O Street at Dairyman's Cooperative Creamery Association complex.

Of the total of approximately 1,945 acres of existing designated industrial land in the planning area, a substantial amount, roughly 875 acres, has been developed, and roughly

1,070 acres, or 55 percent, remain undeveloped. EIR Table 2 indicates that approximately 900 acres of these undeveloped industrial lands are within the City limits.

(4) Industrial Development Trends. From 1977 through 1990, the city has added 213 acres of industrial development, or an average of approximately 16 acres per year.¹ The biggest recent year for industrial development was 1980, when the 36-acre Southern California Edison service center was developed and a 47-acre addition to the Gruman-Olsen Facility was completed. Since 1987, new industrial development totaling 91.5 acres and additions to existing industrial business totaling 100 acres have occurred.

(5) Commercial Land Inventory. There are approximately 1,670 acres of land designated in the current general plan for commercial use in the Tulare planning area.² As shown on EIR Figure 1, a large portion of this commercially-designated land is located in the central, downtown area of the City. There are also substantial commercial land use designations along Mooney Boulevard, East Tulare Avenue, West Inyo Avenue, and J Street, that have encouraged strip commercial development in these corridors. The extensive, predominantly undeveloped area of general plan designated commercial land along Mooney Boulevard, stretching from Tulare Avenue north to Liberty Road, is the city's largest concentration of undeveloped commercial land.

There are additional concentrations of partially developed, commercially designated land in the south and southwest sections of town around the airport (including the International Agricultural Center), and along Prosperity Avenue near the Highway 99 interchange. Existing development in these designated commercial areas is comprised predominantly of commercial land uses, but also includes some residential land uses.

As diagrammed on LUE Figure 5 and tabulated in EIR Tables 1 and 2, a substantial portion of the commercial land inventory within the planning area and city limits remains undeveloped. Of the approximately 1,670 acres of land designated for commercial use in the planning area, 1,110 acres or 66 percent remains undeveloped. Of the 980 acres of land designated for commercial land use within the current city limits, 520 acres or 53 percent remains undeveloped.

(6) Local Commercial Development Trends. Between 1980 and 1990, Tulare's population grew by 43 percent while Visalia's grew by 52 percent and Porterville's by 50 percent. However, commercial growth in Tulare during this period lagged behind that of other communities, particularly Visalia. The total number of retail outlets during this period grew by 28 percent in Tulare as compared to 45 percent in Visalia and 38 percent in Porterville. In addition, total retail sales in Tulare grew 75 percent during this period while sales in

¹City of Tulare Planning Department; Wagstaff and Associates.

²City of Tulare, Preliminary Enterprise Zone Application, August 1990, page 4.

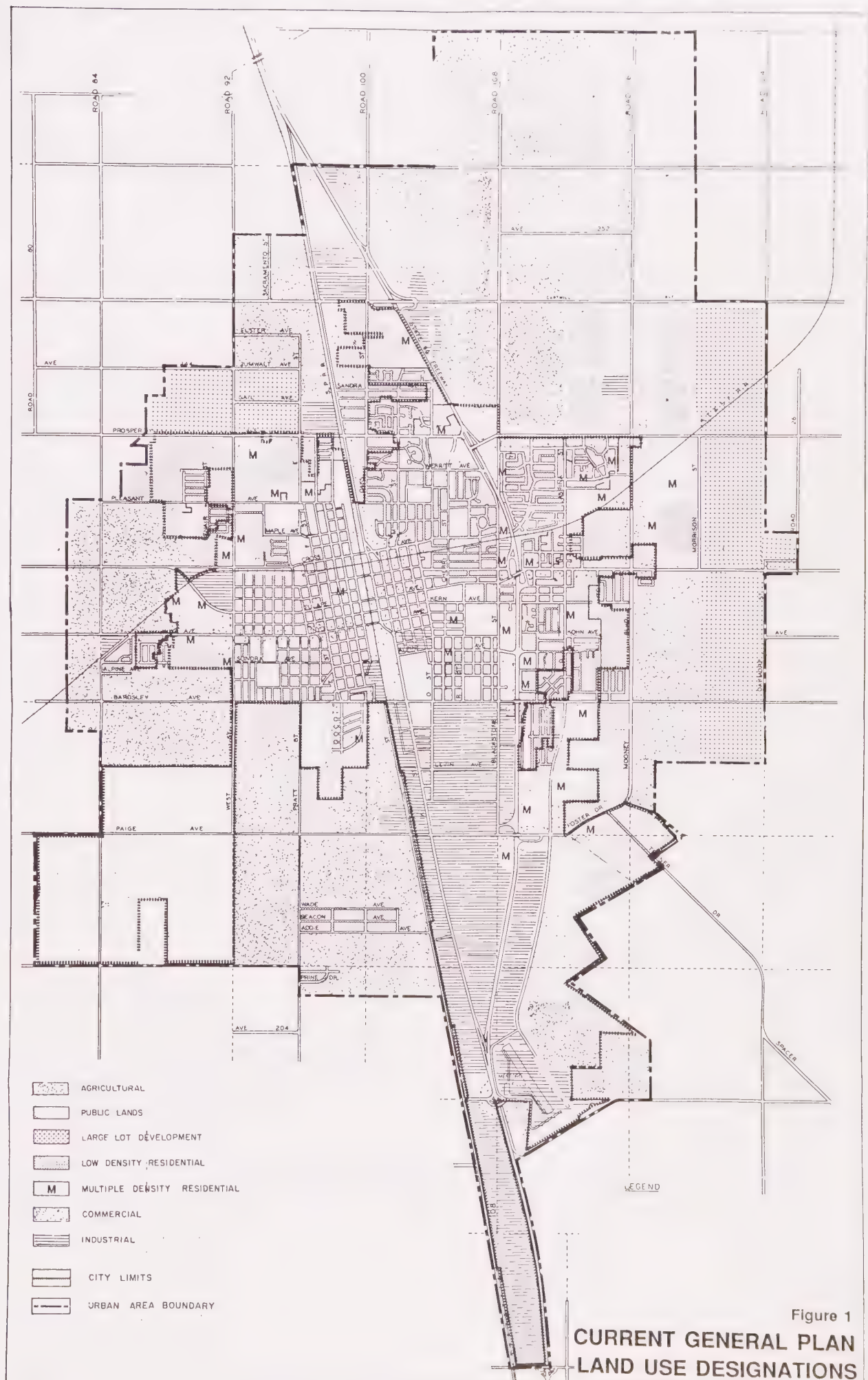


Table 1
ESTIMATED 1992 LAND USE BREAKDOWN--TULARE PLANNING AREA (ACRES)

	<u>Occupied*</u>	<u>Vacant</u>	<u>Total</u>
Public	1,740	20	1,760
Agriculture	--	5,160	5,160
Residential	2,660	4,730	7,390
Commercial	560	1,110	1,670
Industrial	875	1,070	1,945
Recreation	330	--	330
Right-of-Way**	<u>2,065</u>	<u>--</u>	<u>2,065</u>
	8,230	12,090	20,320

SOURCE: Wagstaff and Associates

Table 2
ESTIMATED 1992 LAND USE BREAKDOWN--TULARE CITY LIMITS (ACRES)

	<u>Occupied*</u>	<u>Vacant</u>	<u>Total</u>
Public	1,730	--	1,730
Agriculture	90	--	90
Residential	2,120	1,360	3,480
Commercial	460	520	980
Industrial	800	900	1,700
Recreation	330	--	330
Right of Way**	<u>1,870</u>	<u>--</u>	<u>1,870</u>
	7,400	2,780	10,180

SOURCE: Wagstaff and Associates

* These figures reflect acres of land within general plan and zoning ordinance designated land use areas which are currently occupied by any land use. No distinction has been made between conforming and nonconforming land uses.

**Right-of-way area includes freeway, railroad, and local arterial, collector, and residential streets. These areas were calculated as residuals and may exceed actual area of right-of-ways.

Visalia grew 103 percent, and in Porterville by 28 percent. This slower commercial growth despite significant population increases identify a substantial unmet economic opportunity; i.e., an opportunity to capture and reverse current sales leakages to retail centers outside the City, particularly to Visalia.

Since 1990, it appears that the City may have begun to reverse this trend. Despite the continued closing of stores in the downtown area, Tulare increased its number of retail outlets by 5.5 percent in 1991 while Visalia increased its total by 3.5 percent and Porterville reduced its total by 2.8 percent. Nevertheless, these new outlets have resulted in only a modest 0.8 percent increase in Tulare sales revenues in 1991, as compared to a 4.4 percent increase in Visalia and a 5.7 percent loss in Porterville.

The City increased its acreage of developed commercial land between 1980 and 1992 by a total of approximately 170 acres, or an average of approximately 13 acres per year. This development trend indicates that while retail sales may not be increasing at a rate which corresponds with increasing local demand, other types of commercial activity such as office and personal services are continuing to grow in Tulare.

Recent commercial development in Tulare has been located to a larger extent along South K Street, East Cross Avenue, and East Tulare Avenue. Smaller amounts of additional commercial development have occurred on East Prosperity, North Cherry, North and South Hillman, on East Bardsley, and in the downtown at Tower Square. Recent and proposed commercial development (e.g., the new K-mart/Mervyn's shopping center and the commercial component of the Lagomarsino project) are located off of North Hillman and East Prosperity.

(7) Residential Lands. As shown on EIR Figure 1 and in EIR Tables 1 and 2, there are approximately 7,390 acres of land designated in the current general plan for residential use in the Tulare planning area, and approximately 3,480 acres of general plan designated residential land within the city limits. In 1992, this planning area residential land inventory was approximately 36 percent developed, with approximately 4,730 acres remaining to be developed. Most of the undeveloped residential land was located in the northwest, east, and northeast areas of the city. The largest concentrations of existing residential land uses were in the western, central, eastern, and northern areas. The western and central areas contain the older, more established neighborhoods; the eastern and northern subareas contain a larger percentage of new subdivisions. Residential land uses are also located in the southeastern and northeastern areas of town and in small outlying neighborhoods in all areas.

(8) Public/Institutional Lands. Under the current general plan, there are approximately 1,800 acres of land designated for public or institutional use within the Tulare Planning area, 1,730 acres of which is located within the city limits. The majority of this area is city-owned land surrounding the sewage treatment plant in the southwest section of the city.

The remainder of the public or institutional land use designations are generally occupied by schools, parks, government, and other public facilities throughout the City.

(9) Agricultural Lands. Under the current general plan, there are a total of 5,160 acres of land designated for agricultural use in the Tulare planning area, representing approximately 26 percent of the total land inventory. Most of this agricultural land is located outside the current incorporated City limits, primarily in the outlying northeast and southwest subareas. However, there are also small amounts of designated agricultural lands in the unincorporated northwest, west, and southeast subareas. In addition to these designated agricultural lands, substantial amounts of vacant land designated for residential and other urban land uses throughout the unincorporated planning area are currently in "interim" agricultural use, including lands in the northeast, east and southeast subareas.

b. Recent Development Trends

The area within the incorporated Tulare City limits has increased substantially in recent years through annexation from 6,520 acres in 1978 to approximately 10,180 acres in 1992, an increase of 3,200 acres or nearly 56 percent. Notable increases in urbanized area since 1978 include the development of the Tulare Industrial Park in the southern subarea; the development of residential subdivisions in the south, southwest, southeast, northeast, and north subareas; the infill and intensification of commercial areas in the northernmost section of the downtown area (on Cross Street); and the development of commercial uses around the Prosperity/Blackstone/Highway 99 interchange.

c. Current Development Plans and Proposals

(1) Lagomarsino Project. The most significant recent development proposal in the City is the approved Lagomarsino Development Company project which amended the general plan designation for a recently annexed square mile of land bounded by Mooney Boulevard, Cartmill Avenue, Hillman Street, and Prosperity Avenue. The project involves a mixed-use development including a combination of single-family and multi-family residential; neighborhood, community, and regional commercial shopping areas; professional office, and recreational amenities.

(2) Hillman/Prosperity Shopping Center. Construction of an approximately 189,300 square foot community shopping complex has also been recently completed on 12.75 acres at the northwest corner of Hillman Street and East Prosperity Avenue between Highway 99 and the Lagomarsino property. The new center includes an 87,500 square foot K-Mart store, a 67,000 square foot Mervyn's Department store, and six other commercial buildings totaling another 34,800 square feet.

2. PROJECT IMPACTS

a. Impacts on Citywide Land Use Pattern

(1) Planning Area Urban Growth Rate. EIR Table 3 lists the estimated planning area land use and associated employment and dwelling unit growth increments for the year 2005 horizon of the *Land Use* and *Circulation* element updates, based on anticipated urbanization rates and patterns under the two elements.

The year 2005 dwelling unit estimates in EIR Table 3 are based on the assumption that the average annual population and dwelling unit growth rate in Tulare between today and the year 2005 will be approximately 4.5 percent. (The population of the city grew at an average annual rate of 3.1 percent between 1980 and 1989, reaching a rate of 5.8 percent during 1988-89 and 12.1 percent during 1989-1990.) The year 2005 residential acreage figure in EIR Table 3 is based on an assumed 5.7 units-per-acre average density for the planning area. (The average residential density within the city limits in 1992 was 5.7 units per acre, according to county data shown in EIR Table 4. The average residential density of the broader planning area would be less, given the extensive area of large-lot residential designated in the outlying area on EIR Figure 1.)

The year 2005 commercial acreage total in EIR Table 3 is based on the approximately 300-acre increment from EIR Table 4 for the city limits. The year 2005 commercial employment total in EIR Table 3 is based on the current commercial employee-per-acre rates for the city, from EIR Table 4.

The year 2005 industrial acreage total in EIR Table 3 is based on a doubling of the annual absorption rate of the remaining vacant land inventory in the planning area between 1992 and the year 2005. The industrial employment total is based on the current citywide employee-per-acre figure from EIR Table 4.

The year 2005 public land acreage figure for the planning area in EIR Table 3 has been estimated on a per capita basis; i.e., based on the current ratio of public land (acres) per dwelling unit increased in proportion to the estimated year 2005 dwelling unit increment in the table. The public employment total in EIR Table 3 for the year 2005 is based on the current employee per acre ratio (excluding the designated public land around the wastewater treatment plant).

The existing year 2005 figures in EIR Table 3 for agricultural employment are based on available estimated of existing agricultural employment within the Tulare city limits (EIR Table 4). The city figure has been approximately doubled to reflect the added inventory of agricultural land shown on EIR Figure 1 between the city limits and the planning area boundary. This figure is a very rough approximation and, unlike the residential, industrial, and commercial figures in EIR Table 3, does not have a significant effect on the various environmental impact findings developed in subsequent sections of this EIR.

Table 3
GROWTH PROJECTIONS--TULARE PLANNING AREA

<u>Land Use</u>	<u>Year 1992</u>			<u>Projected Year 2005</u>		
	<u>Acres</u>	<u>Dwelling Units</u>	<u>Employees</u>	<u>Acres</u>	<u>Dwelling Units</u>	<u>Employees</u>
Public	390	--	515	660	--	890
Agriculture	--	--	2,000 ⁽⁴⁾	--	--	2,000 ⁽⁴⁾
Residential	2,660	13,300	--	4,675 ⁽²⁾	23,370 ⁽¹⁾	
Commercial	560	--	8,600 ⁽⁵⁾	810 ⁽³⁾	--	12,390 ⁽⁵⁾
Industrial	875	--	4,990 ⁽⁶⁾	1,275 ⁽⁷⁾	--	7,270 ⁽⁶⁾

SOURCE: Wagstaff and Associates

Notes:

- (1) Assumes average annual growth rate of approximately 4.5 percent between 1992 and the year 2005 within the city limits with no net growth outside the city limits within the planning area.
- (2) Assumes 5.0 units per acre (slightly less density than 5.7 units per acre within the city limits).
- (3) Assumes 300 total from "city limits" table, plus 50 acres for new commercial, including Lagomarsino.
- (4) Estimate based on total within city limits.
- (5) Based on city limit employee per acre figure (15.3 employees per acre).
- (6) Based on city limit employee per acre figure (5.7 employees per acre).
- (7) Assumes a doubling of documented annual absorption rate of industrial land.

Table 4
GROWTH PROJECTIONS--TULARE CITY LIMITS

<u>Land Use</u>	<u>Year 1992</u>			<u>Projected Year 2005</u>		
	<u>Acres</u>	<u>Dwelling Units</u>	<u>Employees⁽⁴⁾</u>	<u>Acres</u>	<u>Dwelling Units</u>	<u>Employees</u>
Public	380 ⁽¹⁰⁾	--	515	660 ⁽⁷⁾	--	890 ⁽⁷⁾
Agriculture	--	--	1,070	--	--	1,070
Residential ⁽¹⁾	2,120	12,184	--	3,785 ⁽¹⁾	21,570 ⁽¹⁾	--
Commercial	460	--	7,070 ⁽⁵⁾	760 ⁽³⁾	--	11,680 ⁽⁸⁾
Industrial	800	--	4,560 ⁽⁶⁾	1,200 ⁽⁹⁾	--	6,840 ⁽⁸⁾

SOURCE: Wagstaff and Associates

Notes:

- (1) Existing dwelling unit figure from City of Tulare. Projected dwelling unit figure assumes average annual growth rate between 1992 and the year 2005 = 4.5 percent, and an average household size of 3.0.
- (2) Assumes 5.7 units per acre.
- (3) 1989-2005 increment at current depressed rate = 150 acres; Table 4 figure conservatively assumes a doubling of growth; i.e., a 300 acre increase.
- (4) 1990 Census figures.
- (5) Includes retail trade, F.I.R.E., and services employment.
- (6) Includes construction, manufacturing, transportation, communications, public utilities, and wholesale trade employers.
- (7) Assumes increase will be proportionate to population increase.
- (8) Based on projected acreage (760) and current employee per acreage ratio.
- (9) Assumes a doubling of annual absorption rate of industrial land.
- (10) Figures for Public Land exclude sewer treatment fields.

(2) City Limit Urban Growth Rate Assumptions. EIR Table 4 lists estimated year 2005 land use and associated employment and dwelling unit totals for all areas within the current Tulare city limits (see EIR Figure 1). The year 2005 residential dwelling unit estimates in EIR Table 4 were determined in a manner similar to the explanation above for EIR Table 3; i.e., an average annual city population growth rate of 4.5 percent was applied for the assumed 1990-to-2005 buildout period. The year 2005 residential average figure in EIR Table 4 is based on the current average residential density figure for the city (5.7 units per average acre).

The year 2005 commercial acreage figure in EIR Table 4 for the city limits is based on an assumed 300-acre increment for the 1990-2005 period. An evaluation of land use demands recently completed for the city's general plan update program indicates that approximately 150 acres of additional retail/service commercial land would be developed by the year 2005, if the city's commercial land absorption rate was to continue at its 1980-1990 rate.¹ Assuming that the city will be successful in its goal to recapture retail sales currently lost to Visalia, and assuming that more commercial office development will be attracted to the city, the 150-acre figure has been doubled in EIR Table 4 to provide a more realistic estimate of expectations between 1992 and 2005. The year 2005 commercial employment total in EIR Table 4 is based on the current commercial employee-per-acre ratio for the city.

The year 2005 industrial acreage total in EIR Table 4 for the city limits, like the EIR Table 3 planning area industrial figures, is based on an assumed doubling of the annual absorption rate (approximately 16 acres per year) of vacant industrial land in the city between 1992 and the year 2005. The industrial employment total in EIR Table 4 is based on the current industrial employee-per-acre ratio for the city.

The year 2005 acreage and employment figures in EIR Table 4, for citywide public land uses have been estimated on a per capita basis; i.e., based on the current ratio of developed public land (acres) and associated employment in the city. The existing and year 2005 figures for agricultural land and employment in EIR Table 4 are based on existing figures and on the conservative assumption that agricultural activity within the city limits will remain roughly the same between 1992 and the year 2005. In reality, the agricultural land and agricultural-related employment figures for the incorporated area can be expected to decline as urbanization takes place. (The agricultural figures exclude food processing, which has been included within the industrial category.)

(3) Residential Land Use Changes. Recent residential growth in the city has been occurring primarily in the south, west, southwest, southeast, north, and northeast sections. The city's remaining vacant general plan designated residential land inventory is located primarily in the northeast, east, west, and northwest sections of town. The largest currently

¹Wagstaff and Associates, Tulare General Plan Update Preliminary Planning Report, July 1990, page XIV--7.

anticipated residential development, the Lagomarsino proposal (which could contain up to 1,638 residential units),¹ is located in the northeast section of the city's planning area.

While there is available general plan designated residential land in several parts of the Tulare Planning area to accommodate the projected growth (EIR Figure 1), the trend appears to be primarily towards the east, west, and northeast. EIR Table 3 indicates that 1992-2005 additional residential land needs in the Tulare planning area can be expected to total roughly 2,015 acres (4,675 minus 2,660). If the city decides to pursue a policy of attracting more upper-end larger homes, the average lot size of each new home would be larger, and the total land need would increase.

The projected residential expansion could be expected to result in significant changes in the land use character of the city, and associated significant population, housing, employment, transportation, municipal service, drainage, water quality, noise, air quality, archaeology, vegetation, and wildlife impacts. These associated impacts are described in the corresponding impact chapters which follow in this EIR.

(4) Commercial Land Use Changes. The current general plan commercial land use inventory substantially exceeds anticipated city year 2005 commercial growth needs. In the interest of encouraging efficient commercial growth, and to maximize the land inventory available for residential and other identified non-commercial land use demands, a need to reduce the current general plan commercial land inventory was identified in the update process.

In addition, the current general plan designation of approximately 200 acres of vacant commercial land along Mooney Boulevard could ultimately encourage inefficient, "leap frog," strip commercial development along that corridor. Such a trend could result in inefficient extensions of Tulare public services, and could draw increased Tulare generated commercial activity towards Visalia, thereby defeating city desires to reduce Tulare sales tax leakage to that community.

The proposed *land use element* update includes revisions to the land use designations along Mooney Boulevard. The primary designations for future commercial development have been relocated from northern Mooney Boulevard to more appropriate areas along the east side of Highway 99, in and around the downtown, and in selected outlying areas more convenient to anticipated Tulare residential growth. The Mooney Boulevard corridor is designated in the updated **land use map** primarily as residential, with concentrations of commercial, as well as office/business park, and urban density residential at major intersections within the Urban Reserve Line.

¹Based on a scenario with 80 percent of the property developed as residential.

These proposed changes will serve to contain Mooney Boulevard commercial development towards central Tulare, thereby discouraging the adverse land use impact potentials described above. This project effect would represent a significant beneficial land use impact.

The project-facilitated general increases in commercial activity should also serve in a broader sense to reduce the current rate of Tulare sales tax leakage to commercial areas outside the city.

The anticipated Tulare residential development increment of approximately 9,400 units (approximately 28,000 people) by the year 2005 would be expected to require several new neighborhood shopping centers in the city. This new population, in conjunction with the market demand currently lost to Visalia, could also support an additional community shopping center, and in conjunction with other regional growth, could contribute to the demand for a regional commercial center in Tulare.

(5) Industrial Land Use Changes. The majority of recent Tulare industrial development has taken place in the Tulare Industrial Park. Most future Tulare industrial growth is also likely to be located in this area, due to the locational advantages described earlier in this section and the lack of significant alternative industrially-designated areas in the city.

r (6) Agricultural Land Use Changes. The proposed *Land Use Element* includes policies
r which address preservation of agricultural resources. These policies specifically address the
r encouragement of infill growth (e.g., Objective k, page 42), establishment of an Urban
r Reserve Line (e.g., Objective a, page 70), requirements for buffer between agricultural and
r urban development (e.g., Policy 1, page 70), and encouragement of businesses and
r services necessary to support agriculture (e.g., Policy 4, page 70). Implementation of these
r and other similar policies would reduce project-related impacts on agriculture, but not to less
r than significant levels.

b. Land Use Compatibility Impacts

As a result of the overall *land use element* emphasis on facilitating development of higher quality residential and commercial development, and "clean" industrial development, the relative number of nuisance-prone land uses in the planning area would be expected to decrease, as displacement by and expansion of more compatible residential, commercial, and industrial development takes place.

On the other hand, given the proximity of existing and designated future residential uses to existing and designated commercial and industrial uses within the planning area, project-facilitated residential, commercial, and industrial expansion and intensification could introduce significant new land use conflicts between residential, commercial, and industrial development (noise, odor, air quality, visual, parking, and traffic conflicts), resulting in significant adverse land use compatibility impacts.

associated mitigation measures, are described in the corresponding impact chapters which follow in this EIR.

b. Land Use Compatibility Impacts

In order to reduce potential land use compatibility impacts to insignificant levels, City development review procedures for future individual private development projects, and the conditions placed upon any related approvals, should emphasize the need to avoid land use conflicts between industrial and residential development, commercial and residential development, or commercial and industrial development. Review procedures and conditions of approval should include assurances of adequate separation, scale transition, noise buffering; protections against light, glare, and shadow impacts; and adequate offstreet parking provisions.

3. MITIGATIONS

a. Impacts on Citywide Land Use Pattern

Project-facilitated residential, commercial, and industrial expansion could be expected to result in significant housing, employment, transportation, municipal service, drainage, water quality, noise, air quality, archaeology, vegetation, and wildlife impacts. These impacts, and

B. POPULATION, HOUSING, AND EMPLOYMENT

This chapter describes the potential impacts of the proposed *land use* and *circulation* element update on population, housing, and employment conditions in the city.

1. EXISTING SETTING

a. Existing Population and Housing Conditions

(1) Existing Population Totals. Recent (1980-1989) population growth trends for Tulare in comparison to the county as a whole, and other cities in the county, are shown on Table 5.

The population of the City of Tulare in 1990 was 32,249. This total made Tulare the second largest city in Tulare County, accounting for approximately 10 percent of the total county population. The population of Tulare grew approximately 48 percent between 1980 and 1990, with the annual growth rate ranging from 1.4 percent between 1984 and 1985, to 12.1 percent between 1989 and 1990, and an average annual growth rate of approximately 4 percent. The city's growth over the last decade (1980-1990) has occurred at a greater rate than that of the county as a whole (22 percent), and has roughly paralleled the Porterville growth rate. The Visalia growth rate over the same decade, 38 percent, was slightly less than the Tulare rate. Between 1988 and 1989, the City of Tulare relative population growth rate (5.8 percent) overtook the Visalia rate (5.4 percent) for the first time in over 35 years. The city also grew by 13.2 percent between 1990 and 1992, or an approximate annual average of 6.4 percent.

(2) Existing Total Housing Stock. The total number of housing units within the Tulare city limits in 1990 was 11,316. These housing units contained an average of 2.93 persons per household. As explained above, the population of the city grew at an average annual rate of approximately 4 percent between 1980 and 1990, reaching a rate of 12.1 percent during 1989-92. The increased demand for housing was met over this 1980-1990 period by the construction of an average of 311 housing units per year, approximately 65 percent of which were single-family detached housing units, and 35 percent multi-family (see Table 7). The total housing stock in Tulare in 1992 was 12,184 units.

(3) Existing Housing by Type. Table 8 shows housing stock by type in Tulare, neighboring cities, and the county as a whole for 1980 and 1990. Approximately 75.3 percent (8,531) of all Tulare housing units in 1990 were single-family detached homes.

Table 5

TOTAL POPULATION (1980-1992)

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1992</u>
Tulare	22,530	26,363	32,249	36,512
Visalia	49,729	59,299	75,636	81,685
Porterville	19,707	23,988	29,563	31,700
Tulare County	245,700	276,525	311,921	329,999

SOURCE: Annual Economic and Demographic Profile from 1980; State Department of Finance population estimates.

Approximately 20.3 percent (2,303) of all Tulare units were attached multi-family units. The remaining 4.3 percent of the units (482) were mobile homes.

(4) Existing Household Size. The average number of persons per housing unit in Tulare in 1980 was 3.04.¹ The average number of persons per housing unit in Tulare in 1992 was approximately 3.0.²

(5) Recent Housing Production Trends. Housing stock growth trends in Tulare, neighboring cities, and in the county as a whole for the three decades between 1960 and 1990 are shown in Table 7. Table 9 shows average annual housing production by type for the same cities and the county as a whole for the nine-year period between and including 1980 and 1988. An annual average of 311 units have been built in Tulare between 1980 and 1990, representing 19 percent of countywide housing production. An average of 658 units per year were constructed in Visalia over the same period representing 41 percent of the county wide housing production.

¹Demographic Profile from 1980, Center for Continuing Study of the California Environment; Wagstaff and Associates.

²California Finance Department.

Table 6
TOTAL HOUSING STOCK (1960-1990)

	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1992</u>
Tulare	4,623	5,466	8,196	11,316	12,184
Visalia	5,578	9,519	19,487	27,154	28,573
Porterville	3,041	2,733	7,182	10,073	10,564
Tulare County	22,883	61,904	88,744	105,013	108,735

SOURCE: U.S. Census 1960, 1970, 1980; California Department of Finance.

Table 7
HOUSING STOCK BY TYPE (1960-1990)

	<u>1980</u>			<u>1990</u>		
	<u>Single-Family</u>	<u>Mobile Home</u>	<u>Multi-Family</u>	<u>Single-Family</u>	<u>Mobile Home</u>	<u>Multi-Family</u>
Tulare	6,605	327	1,295	8,531	482	2,303
Visalia	14,063	993	3,431	19,146	1,497	6,511
Porterville	4,788	454	1,942	6,679	807	2,587
Tulare County	68,094	5,962	14,685	78,666	10,245	16,102

SOURCE: U.S. Census 1980; California Department of Finance.

Table 8
ANNUAL HOUSING PRODUCTION AVERAGES (1980-1990)

	<u>Single-Family</u>	<u>Multi-Family</u>	<u>Total</u>
Tulare	218	93	311
Visalia	483	175	658
Porterville	139	91	230
Tulare County	1,181	428	1,609

SOURCE: Annual Economic and Demographic Profile, Center for Continuing Study of the California Economy

b. Existing Employment Conditions

(1) Existing Employment Totals. Recent data comparing the employment characteristics of Tulare with the county as a whole are conveyed in Table 9. Total employment in the city was 14,321 jobs, or 13 percent of the total number of jobs in the county. The table indicates that the largest employment sector in Tulare in 1980 was the services industry, followed by manufacturing and retail trade. The Tulare Industrial Park development has resulted in a significant increase in manufacturing employment within the city since 1980. Over this time period, manufacturing has surpassed retail sales as the second largest employment sector in Tulare.

(2) Existing Journey-to-Work Characteristics. Table 10 indicates where Tulare residents worked in 1980. Just over half (52 percent) of the city's employed residents worked within the city; 17 percent worked in Visalia, and at least 25 percent worked in other locations.

2. PROJECT IMPACTS

a. Population and Housing

(1) Population Impacts. The Tulare population has been growing at an average annual rate of approximately four percent between 1980 and 1990. Annual growth rates were substantially higher in the later part of the decade (e.g, up to 12.1 percent between 1989

and 1990) but have leveled off since 1990 (e.g., approximately 4.9 percent in 1990 and 1991).

Tables 3 and 4 of this EIR indicate that, if the city's population grows at an average annual rate of 4.5 percent, the city can anticipate a year 2005 population of roughly 64,700.

(2) Total Housing Stock Impacts. Tables 3 and 4 indicate that the city can anticipate a year 2005 housing stock total of approximately 21,570 units, representing roughly a 77 percent increase over the 1992 total.

b. Employment Impacts

(1) Projected Employment Totals. Project-facilitated residential, commercial, and industrial expansion would be expected to help retain existing employment and generate substantial new job growth. Table 1 of section IV.A.1 of this EIR indicates that 520 acres of vacant commercial, and 900 acres of vacant industrial designated land exists within the Tulare city limits.

(2) Commercial Job Growth. If the city continues with its recent successes in attracting more commercial business to Tulare, that effort in combination with anticipated citywide population increases could be expected to roughly double the current rate of commercial land development in the planning area. As explained in the Land Use section of this EIR (IV.A.2, Table 4), this approximate doubling in commercial land development would result in roughly 300 additional acres of commercial development in the city, or 75 percent absorption of the existing vacant inventory by the year 2005. This expansion in turn could be expected to generate approximately 4,590 additional jobs in the commercial sector (retail, trade, F.I.R.E.,¹ and services employment).

(3) Industrial Job Growth. Tables 4 and 5 indicate that the projected increase in citywide industrial employment (construction, manufacturing, transportation, communications, public utilities, and wholesale trade) between 1992 and the year 2005 would total 2,280 new jobs citywide.

¹F.I.R.E. = financial, insurance, and real estate.

Table 9
EMPLOYMENT BY INDUSTRY (1990)

	<u>Tulare</u>	<u>Visalia</u>	<u>Porterville</u>	<u>Tulare County</u>
Agriculture, forestry, fisheries, and mining	1,083	1,636	1,280	22,443
Construction	820	1,755	430	6,274
Manufacturing	3,234	3,569	1,101	1,371
Transportation	679	1,050	307	4,240
Communications and other public utilities	166	788	166	2,223
Wholesale trade	739	1,559	486	6,462
Retail trade	2,145	5,650	1,703	17,688
F.I.R.E.	534	2,368	394	5,250
Services	4,406	11,644	4,095	35,848
Government	<u>515</u>	<u>1,722</u>	<u>545</u>	<u>4,765</u>
TOTALS	14,321	31,741	10,507	106,564

SOURCE: Tulare County Data Book, 1983

(4) Total Employment Growth. Estimated total employment growth between 1992 and the year 2005 is estimated at 7,265 additional jobs citywide (a 55 percent increase).

c. Associated Environmental Impacts

Project-facilitated growth in Tulare population, housing, and employment totals will in turn generate certain significant land use, transportation, municipal services, drainage, water quality, noise, air quality, archaeology, vegetation, and wildlife impacts. These impacts are described in the corresponding impact sections which follow in this EIR.

Table 10
JOURNEY TO WORK--TULARE RESIDENTS (1980)

Work Place

Tulare	4,212	52%
Visalia	1,357	17%
Porterville	34	0%
Remainder of Tulare County	1,607	20%
Other	439	5%
Not reported	<u>511</u>	<u>6%</u>
TOTAL	8,161	100%

SOURCE: 1980 Census of Population and Housing.

3. MITIGATIONS

Mitigations for environmental impacts related to project population, housing, and employment increases are addressed in the following sections of this EIR:

<u>Impact Category</u>	<u>Mitigation Section</u>
Land Use	IV.A
Transportation	IV.C
Municipal Services	IV.D
Drainage and Water Quality	IV.E
Noise	IV.F
Air Quality	IV.G
Geotechnical Conditions	IV.H
Cultural Resource Factors	IV.I
Natural Resource Factors	IV.J

C. CIRCULATION

This chapter addresses the circulation implications of the proposed *Land Use* and *Circulation* element updates, including the effects of update-facilitated land use and circulation changes on the operation and safety of the local circulation system.

1. SETTING

This EIR section includes a complete description of the existing transportation system serving the Tulare planning area, including an analysis of the existing road system operating conditions. Other transportation conditions are also described, including those relating to transit, bicycle/pedestrian facilities, truck routes, aviation, rail, downtown access, and downtown parking. This section also describes the potential impacts of Enterprise Zone facilitated urban growth on each of these transportation elements, and identified related mitigation needs.

a. Existing Roadway System

The street system in Tulare has been developed over the past 100 years. The street layout reflects the early influence of the Southern Pacific Railroad and the grid street pattern of the original townsite. In the early 1950's the State of California moved State Highway 99 from its original alignment along "J" and "K" Streets to a freeway alignment to the east of town. The last 40 years has seen the city's street system mature and extend as the community has expanded to the north, south and east.

The existing system as delineated in the city's 1981 Circulation Element is mapped on EIR Figure 2 and described below.

(1) State Freeways and Highways. One freeway route, State Highway 99, currently serves the Tulare area. Highway 99 was built in the early 1950's as one of the first community bypasses in the valley. The freeway is constructed to standards common in the 1950's. By today's standards, the facility has substandard ramps, with some interchanges designed with undesirable left-turn ramps for on and off movements.

Highway 99 represents the major substate or interregional state highway in the southern San Joaquin Valley. This facility provides for both regional and interregional trips. The facility connects Tulare with the southern part of the county and Visalia to the north. In

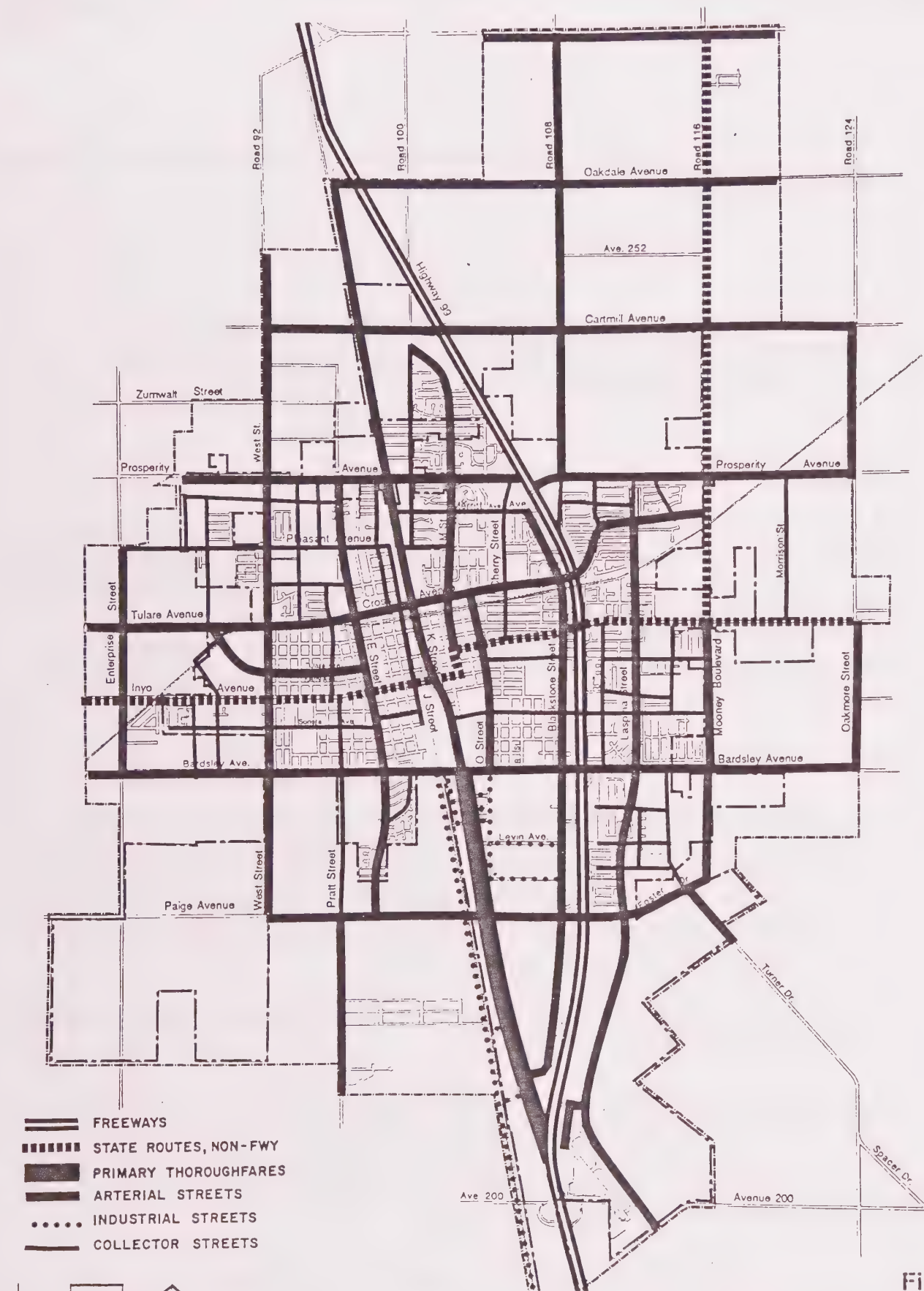


Figure 2
EXISTING STREET SYSTEM

addition, Highway 99 is becoming a peak-hour commuter corridor within the Tulare-Visalia area. Job creation in southern Tulare has attracted commuters from both communities.

Freeway interchanges in the Tulare area are generally provided at one mile spacings.

No intermediate overcrossings or undercrossings are currently provided, although one is expected to be completed between Tulare Avenue (SH 137) and Prosperity Avenue at Cross Avenue by late 1993 or early 1994.

Other state highway facilities in the Tulare planning area include State Highway 137 which is comprised of Inyo Avenue, "M" Street, Tulare Avenue, and State Highway 63 which is comprised of Mooney Boulevard. Both of these highway facilities provide for local and regional traffic. SH 137 provides for regional trips between Corcoran (Kings County), Tulare and Lindsay, while SH 63 provides for intercity trips between Tulare and Visalia and regional trips north of Visalia into Fresno County.

(2) Thoroughfares. Thoroughfares are currently defined in the adopted Tulare *Circulation Element* as arterials with 100-foot rights-of-way.

Currently, "K" Street is designated as a primary thoroughfare. Portions of "J" Street also have a right-of-way width of 100 feet, but are not currently designated as a thoroughfare.

(3) Arterials. Designated arterials in Tulare are typically constructed within 84-foot rights-of-way with two through lanes in each direction, with either on-street parking, or no on-street parking with left-turn lanes. Streets currently designated as arterial streets in Tulare are indicated on EIR Figure 2.

(4) Collectors. As defined in the *Circulation Element*, collectors are typically constructed within 64-foot right-of-ways, with one lane in each direction and curbside parking on both sides. Streets currently designated as collector streets in Tulare are also indicated on EIR Figure 2.

(5) Industrial Streets. Existing designated "industrial streets" in the community are also shown on EIR Figure 2. Typically, industrial streets in Tulare are constructed within a 68-foot right-of-way and provide for one through lane in each direction, with on-street parking. The added right-of-way is to facilitate the movement of trucks.

(6) Local Streets. The remainder of the streets in the Tulare planning area are designated as local streets.

(7) Roads of Regional Significance. Several streets and highways in the planning area are described in the city's current *Circulation Element* as having regional significance. State Highway 99, as discussed previously, plays a major role in regional and sub-state travel. State Highway 63 (Mooney Boulevard) provides for intercity trips between Tulare and Visalia

and southern Fresno County to the north. State Highway 137 connects Tulare with Corcoran in Kings County and with Lindsay and SH 65 in eastern Tulare County.

County roads with regional significance include Tulare Avenue west to the Kings County line, which provides access to western Tulare County, Kings County, SH 43 and the central coast via SH 41.

Hillman/Demaree (Hillman in Tulare and Demaree in Visalia) provides for intercity trips between Tulare and Visalia. This county road parallels SH 63 (Mooney Boulevard) one mile to the west and provides relief for that state highway.

b. Existing Traffic Conditions

Existing traffic conditions in the planning area have been evaluated for all state highways and arterials in the planning area, and for selected collector streets.

(1) Evaluative Factors. Evaluative factors used in this analysis of existing traffic conditions are described below:

Capacity. A street or highway's capacity is affected by a number of factors. The number of lanes, the location and spacing of intersections, the type of traffic control devices used (stop signs, traffic signals, etc.), the traffic signal timing plan, the degree of on-street parking, the percentage of trucks, and the number and location of adjacent driveways all have an effect on the carrying capacity of a particular segment of street or highway.

Level of Service Concept. Evaluations of street system capacity by municipal transportation planners typically involve the concept of a **level of service** scale, a range of qualitative measurement describing operational conditions within a traffic stream and the related operational perceptions of motorists and passengers (delay, inconvenience, etc.). The level of service rating system typically considers factors such as travel time, freedom to maneuver, traffic interruptions and delays, comfort and convenience, and safety. The level of service rating system is divided into a range of six categories which are given a letter designation from "A" to "F," with "A" representing the best operating conditions and "F" representing the worst.

The level of service (LOS) rating of a particular road system component (road link or intersection) is typically determined based on the facility's volume-to-capacity ratio. Each level of service ranking (A through F) represents a range of volume-to-capacity. "Volume" as used in this instance is the actual (existing) 24-hour traffic volume on a specific segment of street or highway. The closer this existing volume gets to the design capacity of the facility, the lower the operating efficiency of the street. Streets generally operate efficiently at up to 80 percent of capacity (LOS C). From 80 percent to 90 percent (LOS D), the street begins to show deterioration in operating efficiency, but continues to provide a

reasonable level of service. Beyond 90 percent (LOS E), street operational deficiencies become severe and the driver is subject to excessive delays.

A complete definition of each level of service category from A to F is provided in Table 11.

(2) Existing Traffic Volumes. To evaluate existing traffic conditions in Tulare, a comprehensive traffic count program was completed by the Transportation Planning Group in 1989. This program included counts at over 80 locations on city streets, state highways and county roads. Counts were derived from CALTRANS State Highway, County of Tulare, and the City of Tulare count books, and from additional counts taken by the Transportation Planning Group. Resulting traffic volume figures are listed in Table 13.

(3) Existing Level of Service Ratings. The traffic volumes listed in Table 13 were in turn used to evaluate the operating conditions of the existing street and highway system, based on the relationship of the existing traffic volume to the current design capacity of the street.

Table 13 also includes a brief description of the existing geometrics (number of lanes) and the facility type (freeway, arterial or collector) for each street segment analyzed. The current design capacity of the specific segment is also given, based on the existing geometrics and facility type. In addition, the existing traffic volume developed from the count program is shown for each segment. The volume-to-capacity ratio is then provided based on that information, and the corresponding level of service is depicted. Those segments which have a level of service worse than "C" (LOS D, E, or F) are highlighted with an asterisk.

Figure 8 in the draft *Circulation Element* also delineates those existing Tulare streets where the traffic operation is now at or below Level of Service "C."

(4) Existing Street System Layout. The existing location of Highway 99 freeway is generally optimal for the provision of longer-distance north-south trips through and within the community. This is increasingly true with the continuing development of employment centers in the southern part of the community and housing concentrations in the northern part. In addition, the freeway provides excellent access between Tulare and other points to the south or north.

Current designated arterials in the community are generally spaced one mile apart in an east-west direction. Exceptions are the Bardsley, Inyo, Tulare and Cross in the center of town which all lie less than one mile from one another. Existing north-south arterials are also generally on one mile spacing in the fringe areas. However, in the area between West Street and SH 99, the north-south arterials are located closer together to take the best advantage of the older street pattern.

Table 11
LEVEL OF SERVICE DESCRIPTIONS

<u>Level of Service</u>	<u>Conditions</u>	<u>Description</u>	<u>Volume-to-Capacity Ratio</u>
"A"	Free Flow	<i>Users are unaffected by other traffic, freedom of speed and movement, level of comfort, convenience and safety is excellent.</i>	0.00 - 0.59
"B"	Stable Operation	<i>Users begin to notice other traffic, freedom of speed continue, but freedom to maneuver declines slightly.</i>	0.60 - 0.69
"C"	Stable Operation	<i>Users are effected by other traffic, freedom of speed and maneuver are greatly effected. Traffic signals operate at maximum efficiency.</i>	0.70 - 0.79
"D"	Approaching Unstable	<i>Users are greatly effected by traffic, comfort, convenience and safety significantly effected. Users wait more than one signal cycle to pass through an intersection.</i>	0.80 - 0.89
"E"	Unstable Operations	<i>Traffic volumes at or near capacity, users wait several signals to pass through intersection.</i>	0.90 - 0.99
"F"	Forced Flow	<i>Traffic volumes exceed the capacity of the street and traffic queues develop. Stop and go traffic conditions.</i>	1.00 and above

Source: 1985 Highway Capacity Manual, Special Report 209, Transportation Research Board.
1965 Highway Capacity Manual, Special Report 87, Highway Research Board.

Table 12
FACILITY GEOMETRICS AND CAPACITIES

For purposes of the development of a street and highway system that reflects conditions in Tulare, the following capacity table has been developed to define carrying capacities of various street facilities in the community. Each facility is presented with a different number of lanes and with different geometric characteristics. The capacity shown for each facility represents the theoretical capacity of the street at Level of Service (LOS) "E."

<u>Facility</u>	<u>Geometrics</u>	<u>LOS E Capacity</u>
Freeway	4 lane	80,000
	6 lane	120,000
Expressway	4 lane - divided	37,000
	6 lane - divided	55,000
Arterial	2 lane - divided	15,000
	4 lane - divided	27,000
	6 lane - divided	40,000
	2 lane - undivided	12,000
	4 lane - undivided	24,000
Collector	2 lane - divided	10,000
	4 lane - divided	20,000
	2 lane - undivided	9,000
	4 lane - undivided	18,000

SOURCE: Transportation Planning Group

Table 13
EXISTING CONDITIONS ANALYSIS

City of Tulare							
CIRCULATION ELEMENT				Transportation Planning Group			
Existing Conditions Analysis				SEPTEMBER 1989			
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
Liberty	SH 99/Hillman	2 lane	Arterial	12,000	2,100	0.18	A
	Hillman/Mooney	2 lane	Arterial	12,000	1,100	0.09	A
Cartmill	Enterprise/West	2 lane	Arterial	12,000	1,200	0.10	A
	West/"J"	2 lane	Arterial	12,000	1,600	0.13	A
	"J"/SH 99	2 lane	Arterial	12,000	2,500	0.21	A
	SH 99/Blackstone	2 lane	Arterial	12,000	3,300	0.28	A
	Blackstone/Mooney	2 lane	Arterial	12,000	1,400	0.12	A
	Mooney/Oakmore	2 lane	Arterial	12,000	600	0.05	A
Prosperity	Enterprise/West	2 lane	Arterial	12,000	1,200	0.10	A
	West/"J"	2 lane	Arterial	12,000	6,900	0.58	A
	"J"/SH 99	4 lane	Arterial	24,000	10,100	0.42	A
	SH 99/Blackstone	4 lane	Arterial	24,000	15,300	0.64	B
	Blackstone/Mooney	2 lane	Arterial	12,000	12,200	1.02	F*
	Mooney/Oakmore	2 lane	Arterial	12,000	2,700	0.23	A

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare							
CIRCULATION ELEMENT				Transportation Planning Group			
Existing Conditions Analysis				SEPTEMBER 1989			
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
Merritt	"M"/Blackstone	2 lane	Collector	9,000	4,500	0.50	A
Pleasant	Enterprise/West	2 lane	Collector	9,000	2,500	0.28	A
	West/"J"	2 lane	Collector	9,000	2,400	0.27	A
	"J"/"M"	2 lane	Collector	9,000	1,200	0.13	A
Cross	Tulare/West	2 lane	Arterial	12,000	3,700	0.31	A
	West /"J"	2 lane	Arterial	12,000	5,000	0.42	A
	"J"/Blackstone	2 lane	Arterial w/left	15,000	10,600	0.71	C
	Blackstone/Mooney	2 lane	Arterial w/left	15,000	550	0.04	A
Tulare(SH 137)	Enterprise/West	2 lane	Arterial	12,000	3,800	0.32	A
	West/"J"	2 lane	Arterial	12,000	8,700	0.73	C
	"J"/SH 99	4 lane	Arterial	24,000	16,900	0.70	C
	SH 99/Mooney	4 lane	Divided Art.	27,000	14,500	0.54	A
	Mooney/Oakmore	2 lane	Arterial	12,000	8,000	0.67	B

SOURCE: Transportation Planning Group

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		SEPTEMBER 1989					
Existing Conditions Analysis							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
Inyo(SH 137)	Enterprise/West	2 lane	Arterial	12,000	5,200	0.43	A
	West/"J"	4 lane	Arterial	24,000	8,600	0.36	A
	"J"/"M"	2 lane	Arterial	12,000	5,800	0.48	A
Alpine	"K"/Blackstone	2 lane	Collector	9,000	2,100	0.23	A
	SH 99/Mooney	2 lane	Collector	9,000	1,900	0.21	A
Bardsley	Enterprise/West	2 lane	Arterial	12,000	2,000	0.17	A
	West/"K"	2 lane	Arterial	12,000	7,500	0.63	B
	"K"/SH 99	4 lane	Arterial	24,000	14,800	0.62	B
	SH 99/Mooney	2 lane	Arterial w/left	15,000	10,700	0.71	C
	Mooney/Oakmore	2 lane	Arterial	12,000	3,400	0.28	A
Levin	"K"/Blackstone	2 lane	Collector	9,000	600	0.07	A
	SH 99/Mooney	2 lane	Collector	9,000	700	0.08	A

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		SEPTEMBER 1989					
Existing Conditions Analysis							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
Paige	Enterprise/West	2 lane	Arterial	12,000	1,300	0.11	A
	West/"K"	2 lane	Arterial	12,000	2,400	0.20	A
	"K"/SH 99	2 lane	Arterial	12,000	4,200	0.35	A
	SH 99/Mooney	2 lane	Arterial	12,000	7,600	0.63	B
Enterprise	Paige/Bardsley	2 lane	Arterial	12,000	200	0.02	A
	Bardsley/Tulare	2 lane	Arterial	12,000	800	0.07	A
	Tulare/Prosperity	2 lane	Arterial	12,000	200	0.02	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	200	0.02	A
	Cartmill/Liberty	2 lane	Arterial	12,000	200	0.02	A
West	Paige/Bardsley	2 lane	Arterial	12,000	2,300	0.19	A
	Bardsley/Cross	2 lane	Arterial	12,000	6,700	0.56	A
	Cross/Prosperity	2 lane	Arterial	12,000	4,200	0.35	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	1,900	0.16	A
	Cartmill/Liberty	2 lane	Arterial	12,000	1,800	0.15	A

SOURCE: Transportation Planning Group

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		SEPTMBER 1989					
Existing Conditions Analysis							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
Pratt	Paige/Bardsley	2 lane	Collector	9,000	2,200	0.24	A
	Bardsley/Inyo	2 lane	Collector	9,000	3,600	0.40	A
"E" St.	Bardsley/Cross	2 lane	Arterial	12,000	2,600	0.22	A
	Cross/Prosperity	2 lane	Arterial	12,000	3,800	0.32	A
"J" St./"K" St.	SH 99/Paige	2 lane	Arterial	12,000	6,700	0.56	A
	Paige/Bardsley	4 lane	Divided Art.	27,000	10,300	0.38	A
	Bardsley/Tulare	4 lane	Divided Art.	27,000	11,100	0.41	A
	Tulare/Prosperity	4 lane	Divided Art.	27,000	11,000	0.41	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	8,100	0.68	B
	Cartmill/SH 99	2 lane	Arterial	12,000	3,700	0.31	A
Oaks	Pleasant/Cartmill	2 lane	Collector	9,000	2,000	0.22	A

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare							
CIRCULATION ELEMENT				Transportation Planning Group			
Existing Conditions Analysis				SEPTEMBER 1989			
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
SH 99	Ave. 184/Airport	4 lane	Freeway	80,000	32,100	0.40	A
	Airport/Paige	4 lane	Freeway	80,000	32,100	0.40	A
	Paige/Bardsley	4 lane	Freeway	80,000	32,100	0.40	A
	Bardsley/Tulare	4 lane	Freeway	80,000	33,200	0.42	A
	Tulare/Prosperity	4 lane	Freeway	80,000	33,200	0.42	A
	Prosperity/Cartmill	4 lane	Freeway	80,000	33,200	0.42	A
	Cartmill/Liberty	4 lane	Freeway	80,000	33,200	0.42	A
Laspina	Elk Bayou/Paige	2 lane	Arterial	12,000	1,700	0.14	A
	Paige/Bardsley	2 lane	Arterial	12,000	5,600	0.47	A
	Bardsley/Tulare	2 lane	Arterial	12,000	7,900	0.66	B
	Tulare/Prosperity	2 lane	Arterial	12,000	4,600	0.38	A
Mooney(SH 63)	Paige/Bardsley	2 lane	Arterial	12,000	3,300	0.28	A
	Bardsley/Tulare	4 lane	Arterial	24,000	5,600	0.23	A
	Tulare/Prosperity	4 lane	Divided Art.	27,000	11,000	0.41	A
	Prosperity/Cartmill	4 lane	Divided Art.	27,000	12,900	0.48	A
	Cartmill/Liberty	4 lane	Divided Art.	27,000	14,700	0.54	A

SOURCE: Transportation Planning Group

Table 13 (continued)
EXISTING CONDITIONS ANALYSIS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		SEPTMBER 1989					
Existing Conditions Analysis							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Existing Volume	Volume/ Capacity	Level of Service
"M" St.	Inyo/Cross	4 lane	Arterial	24,000	5,400	0.23	A
	Cross/Prosperity	2 lane	Arterial	12,000	4,400	0.37	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	2,400	0.20	A
"O" St.	Bardsley/Cross	4 lane	Arterial	24,000	7,600	0.32	A
Blackstone	Paige/Bardsley	2 lane	Arterial	12,000	3,700	0.31	A
	Bardsley/Cross	4 lane	Arterial	24,000	10,900	0.45	A
	Cross/Prosperity	4 lane	Arterial	24,000	12,500	0.52	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	7,100	0.59	A
	Cartmill/Liberty	2 lane	Arterial	12,000	6,700	0.56	A

It should also be noted that the arterial pattern in the community has been greatly affected by the alignments of the Southern Pacific Railroad and the SH 99 Freeway. Both of these transportation corridors have created significant barriers to east-west traffic flow.

Designated collector routes in Tulare generally operate as "local collectors," and are placed frequently throughout the community to connect various local streets to arterials. Rather than the traditional half-mile spacing, collectors in Tulare are typically found at quarter-mile intervals.

(5) Road System Continuity and Missing Links. Typically, street systems develop over time and can develop missing links. These missing links can create both local and community circulation problems as the traffic that would logically use the missing link must use another route to complete trips. There are several missing links in the Tulare road system which are contributing to existing access and capacity problems.

The most obvious missing links in the planning area system are the lack of evenly-spaced half-mile, east-west arterial crossings of SH 99. The first and perhaps the most well known of these "missing links" is the Cross Avenue arterial. The lack of an overcrossing at this half-mile location has created additional congestion on both the Tulare and Prosperity Avenue arterials. The lack of half-mile overcrossings at the Alpine and Levin collector routes is also creating situations similar to Cross Avenue. The existing Prosperity, Tulare and Bardsley Avenue arterial overcrossings of SH 99 carry additional traffic due to the lack of intermediate east-west crossings.

The geometric alignment of the "E" Street/Pleasant Avenue intersection is another example of a road system continuity problem in Tulare. "E" Street is an arterial, but its capacity and operating efficiency are greatly reduced by the off-set intersection configuration at Pleasant Avenue.

When SH 99 was constructed in the 1950's, the existing alignment of Oaks Street was severed. An overcrossing and interchange was constructed at Cartmill Avenue to provide for east-west trips in the vicinity. As the community has continued its northern growth to Cartmill, the need to continue Oaks/"M" Street north over the freeway has increased. The lack of such a crossing forces traffic to cross via Cartmill and circle back, or to use Hillman.

Operational conditions at the Prosperity/Blackstone/SH 99 interchange are not only affected by the limited number of crossings of the freeway. The design of the overcrossing is also a constraining element, creating another missing link in the local roadway system. The offset overcrossing is currently burdened with both east-west traffic on Prosperity and north-south traffic on Blackstone. This dual purpose on one link has created one of the most critical constraints or missing links in the community, resulting in significant turning volumes and congestion at this intersection.

(6) Other Existing Road System Capacity and Congestion Problems. With the exceptions identified above, the overall status of the Tulare street network is generally good. For a community of over 30,000, Tulare enjoys a high level of service on most of its municipal streets, and the state and regional roadways serving and area also operate at a high level of service. A few capacity and congestion problems do exist, however. In addition to the missing links identified above, operational deficiencies exist at the following locations:

Prosperity Avenue:

Gem Street to SH 99--Although this segment of Prosperity is now operating at level of service "A," congestion is beginning to develop due to the intensity of development and the numerous driveways.

SH 99 to Hillman--This segment of Prosperity is also affected by the intensity of development. Problems in this segment are primarily due to the segment having to provide capacity for two links (Prosperity and Hillman) and the lack of additional nearby overcrossings of SH 99 (i.e., Cross Avenue). As a result, a high volume of left turns occurs on this segment, with resultant delays at the westerly signalized Hillman/Prosperity intersection.

Tulare Avenue:

West to "J" Street--This older street (part of the original town site) is currently operating efficiently. However, existing residential land uses, on-street parking and narrow street sections will potentially prohibit conversion to four lanes when traffic volumes warrant increasing capacity.

"J" Street to SH 99--A portion of this street is State Highway 137 ("M" Street to east of the community). The volume-to-capacity ratio is within acceptable levels at this time. However, early morning and mid-day congestion around the high school is experienced when school is in session. The narrow street section, high volume of turning traffic, and truck traffic add to the operational difficulties between "M" Street and SH 99.

(7) Number and Placement of Freeway Overcrossings. In general, Tulare enjoys a well-spaced and well-connected system of arterial routes. As described earlier, the only two exceptions are found on the edge of the community where Highway 99 interrupts east-west flow on the Prosperity and Oaks/"M" Street arterials.

Traffic flow continuity problems also exist in the form of collector gaps over Highway 99. The lack of collector crossings puts significant additional pressure on the few arterial crossings over the freeway (Prosperity, Tulare, and Bardsley). The completion of the planned Cross Avenue overcrossing will significantly relieve the Prosperity and Tulare Avenues overcrossings. However, as Tulare continues to grow, additional east-west traffic

pressure can also be expected at Paige, Bardsley, Tulare, Prosperity and Cartmill, due to the lack of more collector crossings.

c. Transit

Tulare is currently serviced by public and private transit providers. Transit services currently operating in the community are described below:

(1) Public Transit Services. The City of Tulare began operation of a public demand-response dial-a-ride transit service in 1980. The service (called DART) provides door-to-door service to the entire community. The DART service area is shown on Figure 9 in the draft *Circulation Element*. The city also contracts with the County of Tulare to provide similar service to surrounding county areas within the Tulare vicinity. Demand response service is provided by sedans and lift-equipped vans. Service is provided Monday through Saturday. Hours of operation are from 6:00 AM to 7:00 PM, Monday through Friday, and from 7:00 AM to 6:30 PM on Saturdays.

In response to the demand for additional service, the city initiated fixed route transit service in 1988. The service, called Tulare Transit Express, operates three routes throughout the community which are shown on Figure 10 in the draft *Circulation Element*. Service is designed around a timed transfer in downtown Tulare and is provided every 30 minutes with vans and small, lift-equipped buses. The hours of operation are 6:45 AM to 6:40 PM, Monday through Friday, and 7:15 AM to 6:40 PM on Saturdays.

Both the DART and Tulare Transit Express services have seen significant growth in ridership during the 1980's. Ridership on DART grew through the early 1980's and necessitated the implementation of the Transit Express Service in 1988. Table 14 illustrates system ridership totals since the service began in 1980.

In addition to these city transit services, the County of Tulare operates one of its Tulare County Transit rural routes into Tulare twice-a-week from the south county (Earlimart, Pixley and Tipton).

The College of the Sequoias also operates a bus route from Pixley and Tipton through Tulare to the college campus in Visalia. Operation is limited to the academic year (August to May). This service provides access to the college for students living in the south county area.

ABLE Industries, which operates developmentally disabled centers in Tulare County and is based in Tulare, provides a substantial transportation service for its clients to and from the Tulare Center, located at the intersection of "K" Street and Paige Avenue.

(2) Private Transit Services. Tulare is served by both Greyhound and Trailways commercial bus lines. Greyhound purchased Trailways in 1988 and currently operates

Trailways as a separate subsidiary. Greyhound and Trailways operate approximately 10 southbound schedules and 10 northbound schedules per day through Tulare.

The Tulare Bus Station is located south of Inyo Avenue on "M" Street. Tulare Transit provides service to the bus station on Route 2 (see Figure 10) and DART provides door-to-door service to and from the station. Tulare County Transit also provides service to the station on its Tulare Rural Route.

d. Aviation

(1) Tulare Municipal Airport. Mefford Field (Tulare Municipal Airport) is classified by the Federal Aviation Administration as a General Transport-I airport, and is included in the Tulare County Aviation Element and Airport System Plan.

As one of the primary airports in the Tulare County area, Mefford Field provides for a wide variety of general aviation activities in the Tulare area. In addition, aviation support services are offered by the fixed based operators located at the airport. Currently there are 82 based aircraft at the airport and estimated annual operations total 82,000.

Hanger facilities at the airport include ten Port-a-Ports, ten "T" hangers, six large private hangers and one large public hanger. Currently, nine fixed-base operators are located at the airport. The number of fixed-base operators fluctuates and increases with seasonal activities related to the agricultural industry.

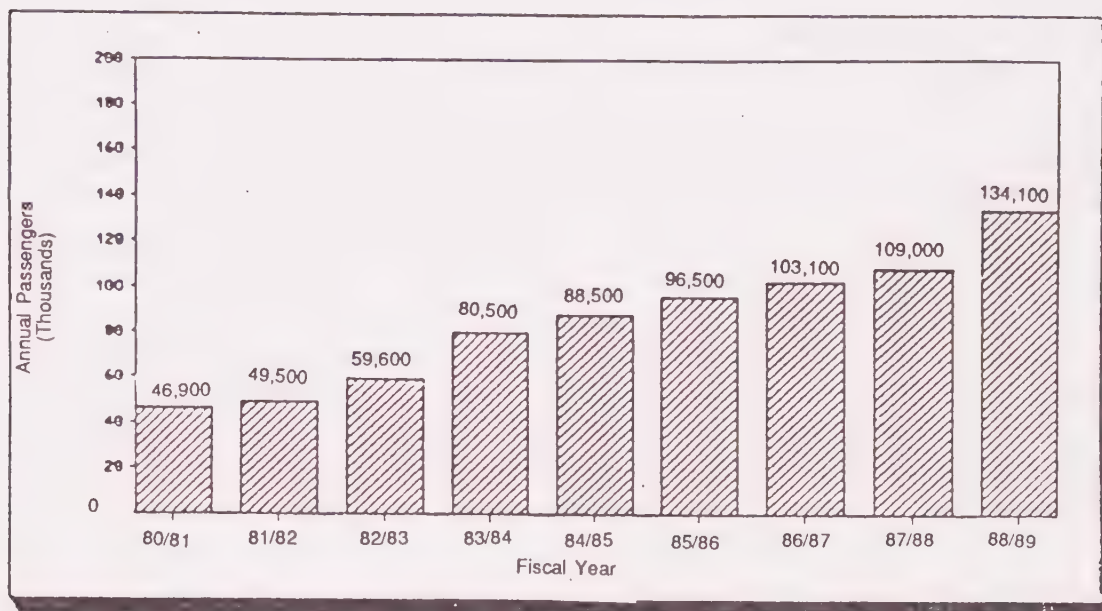
The airport is a municipally owned and operated facility under the management of the Airport Manager, (the Assistant City Manager). The City Council is responsible for the airport and also acts as the Airport Land Use Commission.

Three improvement projects are currently proposed at the airport. The construction of ten new "T" hangers is expected to be completed by 1993.

(2) Nearest Commercial Air Passenger Service. Commercial air service is currently available at the Visalia Municipal Airport (12 miles to the north). Limited commuter service to San Francisco and Los Angeles is provided. Additional passenger service is available at the Fresno and Bakersfield airports. Service to San Francisco, Los Angeles and points east is available at both of these airports.

(3) Airport Master Plan. The City adopted an Airport Master Plan for Mefford Field in 1973. That document is the master plan for the development of the airport and the surrounding land uses.

Table 14
DART AND TULARE TRANSIT ANNUAL RIDERSHIP



SOURCE: Transportation Planning Group

e. Rail

(1) Existing Transport Service. Tulare is serviced by both the Southern Pacific Railroad and the Santa Fe Railroad. Both railroads have had a major influence on the development of the community and the overall circulation system.

The Southern Pacific line, which bisects the community into east and west halves as shown on Figure 13 in the draft *Circulation Element*, is the company's mainline track through the San Joaquin Valley and provides direct service to the Bay Area and Southern California. Southern Pacific, which was recently sold by Santa Fe to the Denver and Rio Grande Railroad, operates approximately 24 through trains and two local trains per day on this line. Southern Pacific also has several spur lines in the community providing access for local shippers.

The Santa Fe line is also shown on Figure 13 in the draft *Circulation Element*. It connects Corcoran, Tulare and Visalia with Fresno to the north. This is a little used branch, with approximately one train per day operating on the line. At one time (during the proposed

merger of Santa Fe and Southern Pacific) Santa Fe proposed to abandon this line between Visalia and Corcoran.

(2) Existing Passenger Service. Tulare is not currently served by AMTRAK passenger service. The closest AMTRAK station is located in Hanford, 22 miles to the northwest. AMTRAK feeder bus service is operated in Tulare County, with the closest stop located in Visalia. Currently, two AMTRAK trains per day operate in the San Joaquin Valley, providing passenger service to Bakersfield and Southern California to the south and Fresno, Sacramento and the Bay Area to the north. Connections to eastbound trains can be made in Los Angeles, Sacramento or Oakland. A third train is scheduled to be added this fall.

f. Bicycle and Pedestrian Provisions

(1) Bicycles. Tulare does not at this time have a designated system of bikeways. To date, the need for bicycle provisions has been associated primarily with the need for school children to go to and from school. Increasing recreational cycling is also evident; however, to date this has remained as an informal activity with no high activity locations or focused destinations.

(2) Pedestrians. Local pedestrian facilities are limited to city sidewalks. The city has an active program of requiring installation of sidewalks with all new construction. The city also has a special program for installing handicapped curb cuts in newer areas. However, much of the older part of the community or portions originally developed in the county do not have sidewalks at all, or have inadequate existing sidewalks. Currently, there is no active program to retrofit these sections of the community.

g. Truck Routes

Truck routes have been established on all state highways and some arterial streets in Tulare. The system of designated truck routes is designed to provide access to service facilities and to provide for delivery of goods while minimizing impacts on vehicular traffic and sensitive frontages. As shown in Figure 12 in the draft *Circulation Element*, the designated truck routes in Tulare generally follow the city's arterial and the state highway system.

Major truck terminals are located throughout the community, reflecting the agricultural nature of industry in Tulare. The addition of several food processing plants in the southern part of the community is increasing the level of truck traffic in that area.

Interstate trucks have significantly different operating characteristics than normal automobiles and require special access clearance prior to using city streets. The entire state highway system in Tulare has been designated for interstate truck operation.

h. Downtown Parking and Access

(1) Parking. In 1971 the City of Tulare formed the Municipal Parking Authority and downtown Parking District which remains responsible for the provision and maintenance of parking lots to serve approximately 25 blocks in the downtown area. At the present time, the District maintains seven parking lots which contain 481 parking stalls. Businesses within the District boundaries are now exempt from off-street parking requirements.

The mix of office, commercial and residential uses in the downtown appear to have an adequate supply of parking. However, as with any downtown, several "hot spots" exist where parking demand is exceeding 80 percent of the supply.

In addition to these downtown "hotspots," other specific city locations that appear to be experiencing parking problems include:

- in the Dairyman's Cooperative Creamery area where employee parking is heavy (despite the development of two new parking lots between 1989 and 1992);
- in and around the City Hall and court building where employee and visitor parking demand is exceeding parking supply; and
- in and around the U.S. Post Office where visitor and employee parking demand is exceeding supply.

The informal survey also revealed a lack of adequate signage directing downtown visitors to available parking lots, resulting in underutilization of some prime facilities.

In addition, other locations in the downtown showed signs of parking shortage due to businesses outgrowing their physical plant. Parking shortages were identified at locations where lunch time activity or after work shopping creates heavy peak-hour parking demands. Also, at several downtown commercial locations, employee parking in prime spots was observed, a situation typical to small downtowns which can exacerbate customer parking inadequacies.

(2) Access. Access to downtown Tulare is provided via several arterial streets. North-south access to downtown is from "J"/"K" Streets, "M" Street and "O" Street. Access from the east or west is via Inyo Avenue (SH 137), Tulare Avenue (SH 137) and Cross Avenue. These streets provide adequate access to all parts of downtown and provide for good circulation within the downtown.

2. PLAN UPDATE IMPACTS

The development rates anticipated in the planning area under the proposed *Land Use Element* update (see Tables 3 and 4 in section IV.A of this EIR) could have substantial

impacts on the existing street and highway system, local transit service, aviation service, rail service, bicycle and pedestrian system, truck traffic, and downtown parking and access.

a. Roadway System Impacts

(1) Roadway System Modifications. Under the proposed *Land Use Element* update, the City could anticipate continued and substantial expansion of residential, commercial, industrial, and institutional development within the planning area. Some of this development will include project-related improvements to existing local, and collector and industrial street frontages, or construction of extensions to the existing street system as well as new routes. These improvements and additions to the existing roadway system, if consistent with the draft *Circulation Element* update and properly designed to associated roadway standards, would not be expected to result in direct significant adverse transportation impacts.

(2) Roads of Regional Significance. The proposed *Land Use* and *Circulation* element updates would not change or add to the number of existing roads which have regional significance.

(3) Impacts on Traffic Conditions. Anticipated residential, commercial, industrial, and institutional growth under the revised plan elements would be expected to result in dramatic increases in volumes of traffic on the Tulare street and highway system. The following section describes the methodology used to estimate future traffic volumes within the Tulare planning area and describes the resultant impacts on the existing street network.

Assessment Methodology. The future traffic conditions within the city were assessed using the Tulare County Regional Traffic Model (TCRTM). The model, which was developed by the Tulare County Association of Governments, includes detailed "traffic analysis zones" covering the Tulare area.

Projected future traffic volumes on the existing roadway network due to urban expansion under the proposed *Land Use Element* update were determined for the following two scenarios using the TCRTM:

- Future land use with existing street network;
- Future land use with improved street network (i.e., implementation of the various roadway system improvement needs identified in the draft *Circulation Element* update).

The list of improvement needs identified in the draft *Circulation Element* has been prepared for future capital improvement planning purposes. This list groups the improvement needs in five-year increments between now and 2005, and after the year 2005. This more far-reaching projection approach was considered necessary to provide a reliable basis for establishment of adequate roadway capacities for the developing areas of the city, and to allow for adequate long-range roadway improvement and associated financial planning.

Other roadway improvement planning activity in Tulare County has also made use of the TCRTM. The Tulare *Circulation Element* update modelling has been done for the same year in order to properly foresee how the various interjurisdictional (city-county) roadway system needs will interrelate and to allow better intercity and city-county coordination in future improvement planning.

The model has been used to compute estimated future traffic volumes for each critical street segment in the planning area. For the future scenario without implementation of planned improvement, the future traffic volume data was compared to the current maximum design capacity of each street segment to yield a volume-to-capacity ratio and level of service rating. It should be noted that the ultimate design capacity of each street segment was assumed in this analysis. For example, the analysis assumes that some street segments would be re-stripped within the existing street sections to increase their carrying capacity.

Significance of Impacts. Based on the level of service standard proposed in the draft *Circulation Element*, any change in roadway operational conditions to a level of service worse than "D" (i.e., to "E" or below) is considered in this EIR to be below acceptable standards and to represent a significant adverse environmental impact.

Traffic Volume Increases. EIR Figure 3 indicates projected traffic volumes on key roadway segments throughout the city's circulation system, including both existing urbanized areas and future growth areas. The traffic volume impact of buildout on all road segments within the planning area is identified in Appendix B of this EIR.

*Roadway System Operational Impacts **Without** Proposed Improvements.* Table 15 describes the decreases in levels of service that can be expected for each key roadway segment in the planning area without implementation of the program of roadway improvements listed in the draft *Circulation Element*. Anticipated roadway improvements under this scenario are limited to re-striping of some street segments within existing street sections. The results of the "no improvement" impact analysis are summarized on Figure 4. Figure 4 indicates that numerous key roadway segments throughout the planning area street system would be subject to significant level of service impacts under this "no-improvement" scenario.

For the future scenario with implementation of planned improvements, the future traffic volume data was compared with the maximum design capacity of each future roadway segment, assuming implementation of all key roadway system improvement needs listed in the draft *Circulation Element*.

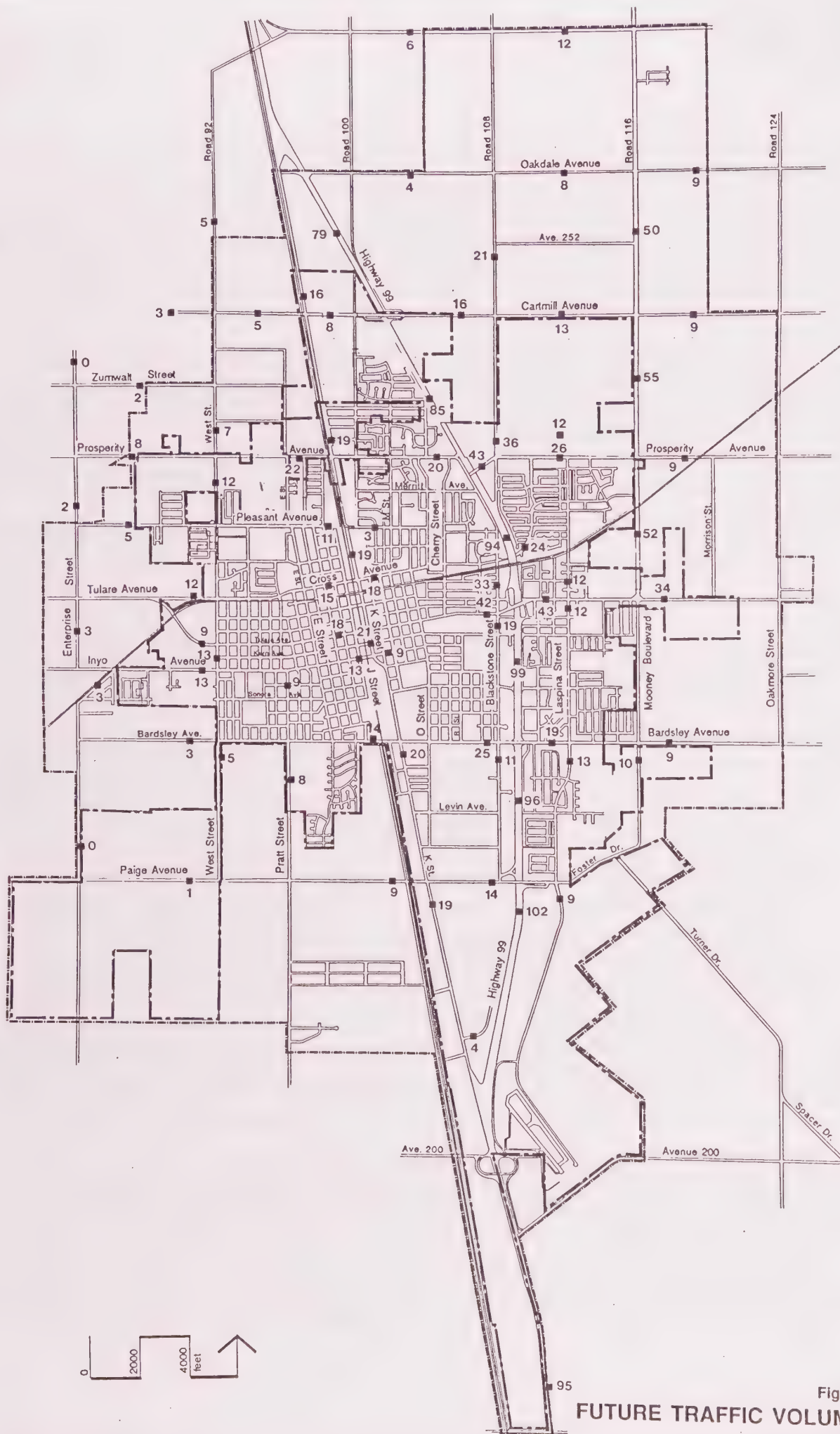


Figure 3
FUTURE TRAFFIC VOLUMES

Table 15
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare

CIRCULATION ELEMENT				Transportation Planning Group			
Future Conditions Analysis (with re-stripped capacity)				JULY 1991			
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Liberty	SH 99/Hillman	2 lane	Arterial	12,000	5,600	0.47	A
	Hillman/Mooney	2 lane	Arterial	12,000	2,400	0.20	A
Oakdale	Akers/Hillman	2 lane	Arterial	12,000	2,200	0.18	A
	Hillman/Mooney	2 lane	Arterial	12,000	4,500	0.38	A
	Mooney/Oakmore	2 lane	Arterial	12,000	7,100	0.59	A
Cartmill	Enterprise/West	2 lane	Arterial	12,000	2,700	0.23	A
	West/"J"	2 lane	Arterial	12,000	5,700	0.48	A
	"J"/SH 99	2 lane	Arterial	12,000	10,300	0.86	D*
	SH 99/Hillman	2 lane	Arterial	12,000	14,900	1.24	F*
	Hillman/Mooney	2 lane	Arterial	12,000	17,800	1.48	F*
	Mooney/Oakmore	2 lane	Arterial	12,000	7,400	0.62	B
Prosperity	Enterprise/West	2 lane	Arterial	12,000	10,000	0.83	D*
	West/"J"	2 lane	Arterial	12,000	20,700	1.73	F*
	"J"/SH 99	4 lane	Arterial w/left	27,000	23,600	0.87	D*
	SH 99/Hillman	4 lane	Arterial w/left	27,000	37,500	1.39	F*
	Hillman/Mooney	2 lane	Arterial	12,000	27,500	2.29	F*
	Mooney/Oakmore	2 lane	Arterial	12,000	6,700	0.56	A

SOURCE: Transportation Planning Group

Table 15 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT							
Future Conditions Analysis (with re-stripped capacity)		JULY 1991					
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Merritt	"M"/Blackstone	2 lane	Collector	9,000	5,600	0.62	B
Pleasant	Enterprise/West	2 lane	Collector	9,000	5,900	0.66	B
	West/"J"	2 lane	Collector	9,000	6,200	0.69	B
	"J"/"M"	2 lane	Collector	9,000	3,100	0.34	A
Cross	Tulare/West	2 lane	Arterial	12,000	10,800	0.90	E*
	West/"J"	4 lane	Arterial	24,000	16,500	0.69	B
	"J"/Blackstone	4 lane	Arterial w/left	27,000	17,300	0.64	B
	Blackstone/Mooney	4 lane	Arterial w/left	27,000	24,700	0.91	E*
Tulare(SH 137)	Enterprise/West	2 lane	Arterial	12,000	6,000	0.50	A
	West/"J"	2 lane	Arterial w/left	15,000	10,300	0.69	B
	"J"/SH 99	4 lane	Arterial w/left	27,000	39,000	1.44	F*
	SH 99/Mooney	6 lane	Divided Art.	45,000	42,400	0.94	E*
	Mooney/Oakmore	2 lane	Arterial	12,000	32,300	2.69	F*
Inyo(SH 137)	Enterprise/West	2 lane	Arterial	12,000	10,700	0.89	D*
	West/"J"	4 lane	Arterial w/left	27,000	18,600	0.69	B
	"J"/"M"	4 lane	Arterial	24,000	10,900	0.45	A

Table 15 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		JULY 1991					
Future Conditions Analysis (with re-striped capacity)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/Capacity	Level of Service
Alpine	"K"/Blackstone	2 lane	Collector	9,000	4,200	0.47	A
	SH 99/Mooney	2 lane	Collector	9,000	3,800	0.42	A
Bardsley	Enterprise/West	2 lane	Arterial	12,000	4,300	0.36	A
	West/"K"	4 lane	Arterial	24,000	16,000	0.67	B
	"K"/SH 99	4 lane	Arterial w/left	27,000	22,800	0.84	D*
	SH 99/Mooney	4 lane	Arterial w/left	27,000	21,300	0.79	C
	Mooney/Oakmore	2 lane	Arterial	12,000	4,000	0.33	A
Levin	"K"/Blackstone	2 lane	Collector	9,000	2,000	0.22	A
	SH 99/Mooney	2 lane	Collector	9,000	4,200	0.47	A
Paige	Enterprise/West	2 lane	Arterial	12,000	2,000	0.17	A
	West/"K"	2 lane	Arterial	12,000	10,300	0.86	D*
	"K"/SH 99	2 lane	Arterial	12,000	11,400	0.95	E*
	SH 99/Mooney	2 lane	Arterial	12,000	10,600	0.88	D*

Table 15 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT				JULY 1991			
Future Conditions Analysis (with re-striped capacity)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/Capacity	Level of Service
Enterprise	Paige/Bardsley	2 lane	Arterial	12,000	300	0.03	A
	Bardsley/Tulare	2 lane	Arterial	12,000	2,000	0.17	A
	Tulare/Prosperity	2 lane	Arterial	12,000	3,300	0.28	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	1,300	0.11	A
	Cartmill/Liberty	2 lane	Arterial	12,000	300	0.03	A
West	Paige/Bardsley	2 lane	Arterial	12,000	4,800	0.40	A
	Bardsley/Cross	2 lane	Arterial	12,000	11,600	0.97	E*
	Cross/Prosperity	2 lane	Arterial	12,000	10,000	0.83	D*
	Prosperity/Cartmill	2 lane	Arterial	12,000	5,700	0.48	A
	Cartmill/Liberty	2 lane	Arterial	12,000	3,500	0.29	A
Pratt	Paige/Bardsley	2 lane	Collector	9,000	5,700	0.63	B
	Bardsley/Inyo	2 lane	Collector	9,000	7,100	0.79	C
"E" St.	Bardsley/Cross	2 lane	Arterial	15,000	10,300	0.69	B
	Cross/Prosperity	2 lane	Arterial	12,000	4,000	0.33	A

Table 15 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare CIRCULATION ELEMENT		Transportation Planning Group					
Future Conditions Analysis (with re-stripped capacity)		JULY 1991					
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
"J" St./"K" St.	SH 99/Paige	2 lane	Arterial	12,000	14,600	1.22	F*
	Paige/Bardsley	4 lane	Arterial w/left	27,000	18,400	0.68	B
	Bardsley/Tulare	4 lane	Arterial w/left	27,000	23,900	0.89	D*
	Tulare/Prosperity	4 lane	Divided Art.	30,000	20,000	0.67	B
	Prosperity/Cartmill	4 lane	Arterial	24,000	14,700	0.61	B
	Cartmill/SH 99	2 lane	Arterial	12,000	13,000	1.08	F*
Oaks	Pleasant/Cartmill	2 lane	Collector	9,000	3,000	0.33	A
"M" St.	Inyo/Cross	4 lane	Arterial	24,000	7,000	0.29	A
	Cross/Prosperity	2 lane	Arterial	12,000	6,000	0.50	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	4,000	0.33	A
"O" St.	Bardsley/Cross	4 lane	Arterial	24,000	9,000	0.38	A
Blackstone	"K"/Paige	2 lane	Arterial	12,000	5,000	0.42	A
	Paige/Bardsley	2 lane	Arterial	12,000	8,800	0.73	C
	Bardsley/Cross	4 lane	Arterial	24,000	37,700	1.57	F*
	Cross/Prosperity	4 lane	Arterial	27,000	24,700	0.91	E*

SOURCE: Transportation Planning Group

Table 15 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITHOUT IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		JULY 1991					
Future Conditions Analysis (with re-stripped capacity)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Hillman	Prosperity/Cartmill	6 lane	Divided Art.	45,000	41,800	0.93	E*
	Cartmill/Liberty	2 lane	Arterial	12,000	18,100	1.51	F*
SH 99	Ave. 184/Airport	4 lane	Freeway	80,000	95,000	1.19	F*
	Airport/Paige	4 lane	Freeway	80,000	97,700	1.22	F*
	Paige/Bardsley	4 lane	Freeway	80,000	94,500	1.18	F*
	Bardsley/Tulare	4 lane	Freeway	80,000	95,200	1.19	F*
	Tulare/Prosperity	4 lane	Freeway	80,000	75,100	0.94	F*
	Prosperity/Cartmill	4 lane	Freeway	80,000	74,900	0.94	F*
	Cartmill/Liberty	4 lane	Freeway	80,000	82,400	1.03	F*
Laspina	Elk Bayou/Paige	2 lane	Arterial	12,000	11,200	0.93	E*
	Paige/Bardsley	2 lane	Arterial w/left	15,000	9,600	0.64	B
	Bardsley/Tulare	2 lane	Arterial	12,000	8,300	0.69	B
	Tulare/Prosperity	4 lane	Arterial	24,000	14,200	0.59	A
	Prosperity/Cartmill	4 lane	Arterial	24,000	17,300	0.72	C
Mooney(SH 63)	Paige/Bardsley	2 lane	Arterial	12,000	6,000	0.50	A
	Bardsley/Tulare	4 lane	Arterial	24,000	9,300	0.39	A
	Tulare/Prosperity	4 lane	Divided Art.	30,000	53,400	1.78	F*
	Prosperity/Cartmill	4 lane	Divided Art.	30,000	60,900	2.03	F*
	Cartmill/Liberty	4 lane	Divided Art.	30,000	49,400	1.65	F*

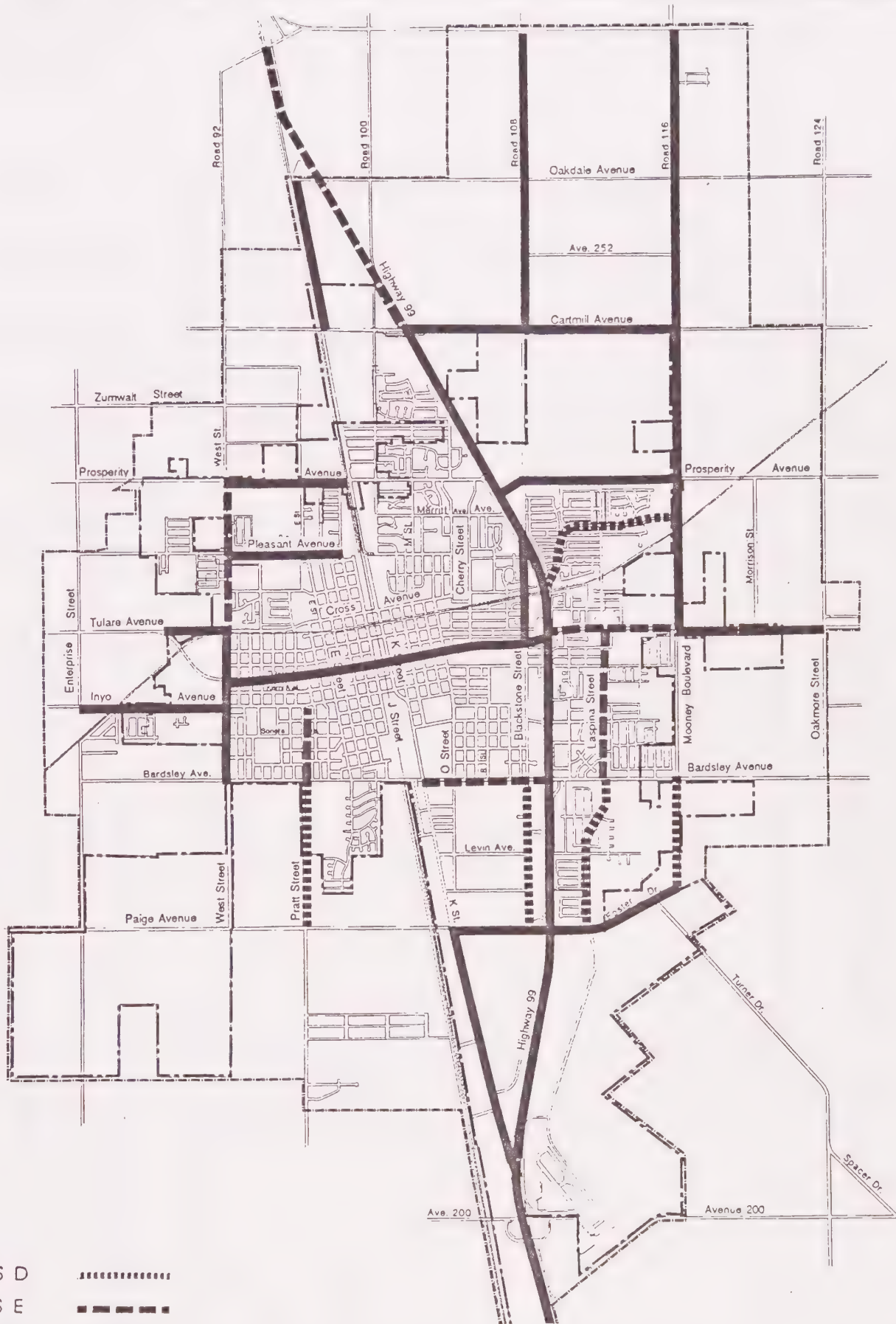


Figure 4
**FUTURE LEVELS OF SERVICE--
 EXISTING STREET SYSTEM**

Table 16
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT				JULY 1991			
Future Conditions Analysis (with Mitigation)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Liberty	SH 99/Hillman	2 lane	Arterial	12,000	5,600	0.47	A
	Hillman/Mooney	2 lane	Arterial	12,000	2,400	0.20	A
Oakdale	Akers/Hillman	2 lane	Arterial	12,000	2,200	0.18	A
	Hillman/Mooney	2 lane	Arterial	12,000	4,500	0.38	A
	Mooney/Oakmore	2 lane	Arterial	12,000	7,100	0.59	A
Cartmill	Enterprise/West	2 lane	Arterial	12,000	2,700	0.23	A
	West/"J"	2 lane	Arterial	12,000	5,700	0.48	A
	"J"/SH 99	4 lane	Divided Art.	30,000	10,300	0.34	A
	SH 99/Hillman	4 lane	Divided Art.	30,000	14,900	0.50	A
	Hillman/Mooney	4 lane	Divided Art.	30,000	17,800	0.59	A
	Mooney/Oakmore	2 lane	Arterial	12,000	7,400	0.62	B
Prosperity	Enterprise/West	4 lane	Divided Art.	30,000	10,000	0.33	A
	West/"J"	4 lane	Divided Art.	30,000	20,700	0.69	B
	"J"/SH 99	4 lane	Arterial w/left	27,000	23,600	0.87	D*
	SH 99/Hillman	4 lane	Arterial w/left	27,000	37,500	1.39	F*
	Hillman/Mooney	6 lane	Divided Art.	45,000	27,500	0.61	B
	Mooney/Oakmore	2 lane	Arterial	12,000	6,700	0.56	A

Table 16 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		JULY 1991					
Future Conditions Analysis (with Mitigation)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Merritt	"M"/Blackstone	2 lane	Collector	9,000	5,600	0.62	B
Pleasant	Enterprise/West	2 lane	Collector	9,000	5,900	0.66	B
	West/"J"	2 lane	Collector	9,000	6,200	0.69	B
	"J"/"M"	2 lane	Collector	9,000	3,100	0.34	A
Cross	Tulare/West	4 lane	Divided Art.	30,000	10,800	0.36	A
	West /"J"	4 lane	Arterial	24,000	16,500	0.69	B
	"J"/Blackstone	4 lane	Arterial w/left	27,000	17,300	0.64	B
	Blackstone/Mooney	4 lane	Arterial w/left	27,000	24,700	0.91	E*
Tulare(SH 137)	Enterprise/West	2 lane	Arterial	12,000	6,000	0.50	A
	West/"J"	2 lane	Arterial w/left	15,000	10,300	0.69	B
	"J"/SH 99	6 lane	Divided Art.	45,000	39,000	0.87	D*
	SH 99/Mooney	6 lane	Divided Art.	45,000	42,400	0.94	E*
	Mooney/Oakmore	6 lane	Divided Art.	45,000	32,300	0.72	C
Inyo(SH 137)	Enterprise/West	4 lane	Arterial	24,000	10,700	0.45	A
	West/"J"	4 lane	Arterial w/left	27,000	18,600	0.69	B
	"J"/"M"	4 lane	Arterial	24,000	10,900	0.45	A

SOURCE: Transportation Planning Group

Table 16 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare

CIRCULATION ELEMENT				Transportation Planning Group			
Future Conditions Analysis (with Mitigation)				JULY 1991			
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Alpine	"K"/Blackstone	2 lane	Collector	9,000	4,200	0.47	A
	SH 99/Mooney	2 lane	Collector	9,000	3,800	0.42	A
Bardsley	Enterprise/West	2 lane	Arterial	12,000	4,300	0.36	A
	West/"K"	4 lane	Arterial	24,000	16,000	0.67	B
	"K"/SH 99	4 lane	Arterial w/left	27,000	22,800	0.84	D*
	SH 99/Mooney	4 lane	Arterial w/left	27,000	21,300	0.79	C
	Mooney/Oakmore	2 lane	Arterial	12,000	4,000	0.33	A
Levin	"K"/Blackstone	2 lane	Collector	9,000	2,000	0.22	A
	SH 99/Mooney	2 lane	Collector	9,000	4,200	0.47	A
Paige	Enterprise/West	2 lane	Arterial	12,000	2,000	0.17	A
	West/"K"	4 lane	Divided Art.	30,000	10,300	0.34	A
	"K"/SH 99	4 lane	Divided Art.	30,000	11,400	0.38	A
	SH 99/Mooney	4 lane	Divided Art.	30,000	10,600	0.35	A

Table 16 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		JULY 1991					
Future Conditions Analysis (with Mitigation)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Enterprise	Paige/Bardsley	2 lane	Arterial	12,000	300	0.03	A
	Bardsley/Tulare	2 lane	Arterial	12,000	2,000	0.17	A
	Tulare/Prosperity	2 lane	Arterial	12,000	3,300	0.28	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	1,300	0.11	A
	Cartmill/Liberty	2 lane	Arterial	12,000	300	0.03	A
West	Paige/Bardsley	2 lane	Arterial	12,000	4,800	0.40	A
	Bardsley/Cross	2 lane	Arterial	24,000	11,600	0.48	A
	Cross/Prosperity	2 lane	Arterial	24,000	10,000	0.42	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	5,700	0.48	A
	Cartmill/Liberty	2 lane	Arterial	12,000	3,500	0.29	A
Pratt	Paige/Bardsley	2 lane	Collector	9,000	5,700	0.63	B
	Bardsley/Inyo	2 lane	Collector	9,000	7,100	0.79	C
"E" St.	Bardsley/Cross	2 lane	Arterial w/left	15,000	10,300	0.69	B
	Cross/Prosperity	2 lane	Arterial	12,000	4,000	0.33	A

SOURCE: Transportation Planning Group

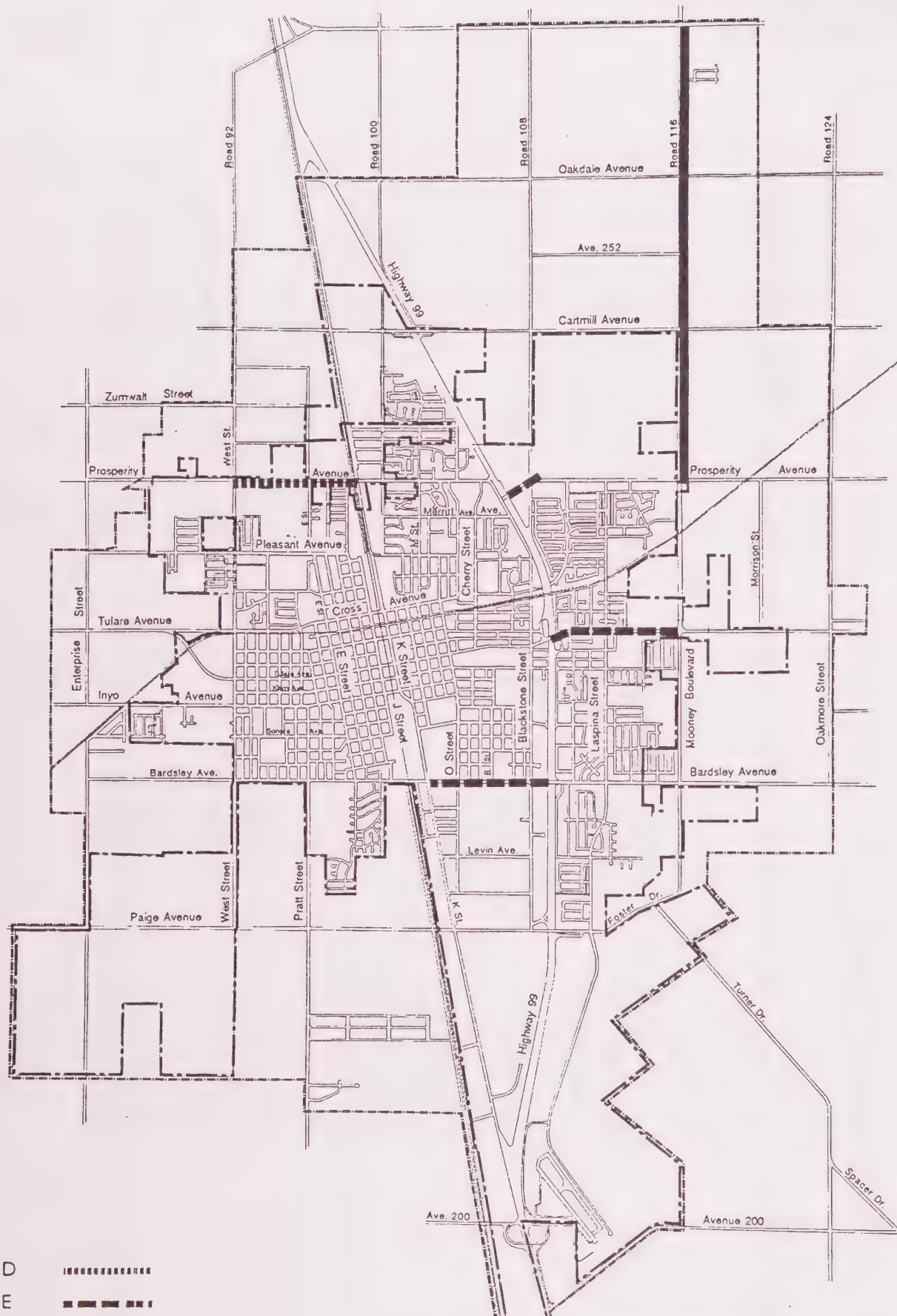
Table 16 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT		JULY 1991					
Future Conditions Analysis (with Mitigation)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
"J" St./"K" St.	SH 99/Paige	4 lane	Arterial w/left	27,000	14,600	0.54	A
	Paige/Bardsley	4 lane	Arterial w/left	27,000	18,400	0.68	B
	Bardsley/Tulare	4 lane	Divided Art.	30,000	23,900	0.80	D*
	Tulare/Prosperity	4 lane	Divided Art.	30,000	20,000	0.67	B
	Prosperity/Cartmill	4 lane	Arterial	24,000	14,700	0.61	B
	Cartmill/SH 99	4 lane	Arterial	24,000	13,000	0.54	A
Oaks	Pleasant/Cartmill	2 lane	Collector	9,000	3,000	0.33	A
"M" St.	Inyo/Cross	4 lane	Arterial	24,000	7,000	0.29	A
	Cross/Prosperity	2 lane	Arterial	12,000	6,000	0.50	A
	Prosperity/Cartmill	2 lane	Arterial	12,000	4,000	0.33	A
"O" St.	Bardsley/Cross	4 lane	Arterial	24,000	9,000	0.38	A
Blackstone	"K"/Paige	2 lane	Arterial	12,000	5,000	0.42	A
	Paige/Bardsley	2 lane	Arterial	12,000	8,800	0.73	C
	Bardsley/Cross	6 lane	Divided Art.	45,000	37,700	0.84	D*
	Cross/Prosperity	4 lane	Divided Art.	30,000	24,700	0.82	D*

Table 16 (continued)
FUTURE ROADWAY OPERATIONAL CONDITIONS WITH IMPROVEMENTS

City of Tulare		Transportation Planning Group					
CIRCULATION ELEMENT				JULY 1991			
Future Conditions Analysis (with Mitigation)							
Street	Segment	Existing Geometrics	Facility Type	Existing Capacity	Future Volume	Volume/ Capacity	Level of Service
Hillman	Prosperity/Cartmill	6 lane	Divided Art.	45,000	41,800	0.93	E*
	Cartmill/Liberty	4 lane	Divided Art.	30,000	18,100	0.60	A
SH 99	Ave. 184/Airport	4 lane	Freeway	160,000	95,000	0.59	A
	Airport/Paige	4 lane	Freeway	160,000	97,700	0.61	B
	Paige/Bardsley	4 lane	Freeway	160,000	94,500	0.59	A
	Bardsley/Tulare	4 lane	Freeway	160,000	95,200	0.60	B
	Tulare/Prosperity	4 lane	Freeway	160,000	75,100	0.47	A
	Prosperity/Cartmill	4 lane	Freeway	160,000	74,900	0.47	A
	Cartmill/Liberty	4 lane	Freeway	160,000	82,400	0.52	A
Laspina	Elk Bayou/Paige	2 lane	Arterial w/left	15,000	11,200	0.75	C
	Paige/Bardsley	2 lane	Arterial w/left	15,000	9,600	0.64	B
	Bardsley/Tulare	2 lane	Arterial	12,000	8,300	0.69	B
	Tulare/Prosperity	4 lane	Arterial	24,000	14,200	0.59	A
	Prosperity/Cartmill	4 lane	Arterial	24,000	17,300	0.72	C
Mooney(SH 63)	Paige/Bardsley	2 lane	Arterial	12,000	6,000	0.50	A
	Bardsley/Tulare	4 lane	Arterial	24,000	9,300	0.39	A
	Tulare/Prosperity	6 lane	Divided Art.	45,000	53,400	1.19	F*
	Prosperity/Cartmill	6 lane	Divided Art.	45,000	60,900	1.35	F*
	Cartmill/Liberty	6 lane	Divided Art.	45,000	49,400	1.10	F*

SOURCE: Transportation Planning Group



LOS D
 LOS E - - - - -
 LOS F —————



Figure 5
**FUTURE LEVELS OF SERVICE--
 IMPROVED STREET SYSTEM**

b. Impacts on Transit Service

The Tulare Transit and the Dial-a-Ride Tulare services could expect increased demand for service as the current population of approximately 30,000 increases to an estimated 70,000 people, and current local employment increases from approximately 8,300 to 14,200 between now and the year 2005. Demand for additional transit service would be expected to increase at a rate roughly consistent with increases in population, a significant impact.

c. Impacts on Aviation

The increased rate of commercial and industrial growth facilitated by implementation of the *Land Use* and *Circulation* element updates would also be expected to substantially increase the level of business-related transport at Mefford Field. The amount of recreational use of the airport would also increase due to the increased population of the city. The amount of agriculture related use of the airport (e.g., crop dusting) is likely to decrease as the city urbanizes and agricultural land is converted to urban uses.

Planned improvements to Mefford Field, including the construction of a new taxiway and ten new T-hangars, would be expected to mitigate the effects of short-term growth within the city. However, projected year 2005 development and population levels could eventually create demands on the airport beyond the capacity of the existing planned improvements, a result which could represent a significant adverse impact on airport operations.

d. Impacts on Rail Service

The increased rate of population growth and business development facilitated by implementation of the *Land Use* and *Circulation* element updates would result in corresponding increases in the demand for transport and shipping service on both the Southern Pacific and Santa Fe Railroad lines and for passenger rail service on Amtrak. Both of these lines are currently underutilized and could accommodate substantial increases in trains per day without significant impacts. The Amtrak system also has sufficient capacity to accommodate substantial increases in ridership without significant impacts. However, the inconvenience of the existing Hanford Amtrak station location would be exacerbated by the anticipated growth in Tulare ridership demands.

e. Impacts on Bicycle and Pedestrian Provisions

Bicycles. Increased traffic volumes throughout the city and increased numbers of bicycle riders due to increased population would result in corresponding increases in conflicts between automobile and bicycle riders. These conflicts could result in significance adverse safety problems.

Pedestrians. Increased traffic volume in existing urbanized areas of the city could also increase conflicts between automobile and pedestrians in areas having existing deficiencies

in the pedestrian circulation system. These increased conflicts would constitute significant indirect adverse impacts of the project. Local subdivision regulations and site design requirements would ensure provision of adequate sidewalks to prevent such conflicts in areas of new development.

f. Impacts on Truck Traffic

The concerns associated with operation of heavy trucks on local streets are: (a) the potential for damage to the street, signing and other fixed objects in the roadway due to their increased weight and size; (b) possible conflicts between automobile and truck traffic; and (c) the nuisance impacts of truck traffic (delay, noise, etc.). The increased rate of business development and population growth would result in corresponding substantial increases in truck traffic within the city. These increases would exacerbate existing concerns related to damage to streets, conflicts between automobile and truck traffic, and the nuisance aspects of truck traffic (delay, noise, safety, etc.). These increases would represent significant adverse environmental impacts.

g. Impacts on Downtown Parking and Access

The impacts of project-facilitated additional commercial activity in the downtown core would result in a corresponding increase in the demand for parking. Current city policies for parking which are now administered by the Municipal Parking District should provide for adequate parking. On the other hand, implementation of the roadway improvements listed in the draft *Circulation Element* would serve to maintain and improve vehicular access to the downtown.

3. MITIGATION

The following mitigation measures may be necessary to reduce identified project-related circulation impacts.

a. Roadway System Impacts

Roadway System Operation Impacts With Improvements. Table 16 describes the decreases in levels of service that can be expected for each key roadway segment in the planning area with implementation of the program of roadway improvements listed in the draft *Circulation Element*. The results of the *Circulation Element* improvement scenario are summarized on Figure 5. Comparison of Figure 5 with Figure 4 illustrates how the extent of significant adverse traffic impacts would be substantially reduced with implementation of the draft *Circulation Element*. Nevertheless, with implementation of all improvements listed in the draft *Circulation Element* update, the following three key components of the city's future roadway system will still be subject to significant adverse circulation impacts, as illustrated on Figure 5:

(1) Prosperity @ Highway 99: With anticipated continued growth in the Prosperity corridor both west and east of State Highway 99 and with the anticipated increase in intercity travel between Tulare and Visalia using the Hillman/Demaree corridor, future traffic volumes in the Prosperity area surrounding the Highway 99 interchange are projected to increase beyond the capacity of the existing facilities.

(2) Tulare Avenue: A second street which will operate at a low level of service despite widening to six lanes is Tulare Avenue (State Highway 137) east of State Highway 99. This major connector to downtown, the freeway, east Tulare and Lindsay, will experience a significant increase in traffic demand.

(3) Mooney Boulevard: Mooney Boulevard (State Highway 63) will continue to be an important connection between the cities of Tulare and Visalia. With the planned urbanization of the Mooney corridor between Tulare Avenue and Cartmill Avenue coupled with the planned expansion of regional shopping in Visalia, this street is projected to have traffic volumes exceeding 50,000 vehicles per day. This level of traffic demand will severely affect the carrying capacity of this state facility.

b. Local Transit

As called for in the draft *Circulation Element* update, additional transit needs should be met through provision of additional Tulare Transit and Dial-a-Ride Tulare services. Such future service increases, if adequately provided in terms of timing and location, would reduce project-related transit impacts to less than significant levels. Mitigation emphasis should be placed on development of Tulare Transit provisions which are the most efficient of the two existing service choices. Dial-a-Ride Tulare should be improved to continue provision of basic transportation to those individuals who do not have access to the fixed transit routes or who may not be able to use fixed route service.

c. Aviation

As called for in the draft *Circulation Element* update, the city should plan for the ultimate additional expansion of the facilities at Mefford Field (Tulare Municipal Airport) as necessary to meet the business, recreational, and agricultural related aviation needs associated with project buildout urbanization. Such expansion would reduce impacts on aviation services to less than significant levels.

d. Rail

As called for in the draft *Circulation Element* update, project-facilitated urban growth will warrant improved Amtrak service to Tulare, through establishment of improved bus service connections to Hanford.

e. Bicycle and Pedestrian Provisions

(1) Bicycle. As called for in the draft *Circulation Element* update, the city should develop and implement a comprehensive bikeway plan for both existing and future urbanized areas.

(2) Pedestrian. As called for in the draft *Circulation Element* update, the city should establish an improvement district to implement needed restoration and improvement of sidewalk and pathways in those urbanized areas which currently do not have adequate pedestrian facilities.

f. Truck Routes

As called for in the draft *Circulation Element* update, the city should prepare and implement a new truck route plan to minimize conflicts between automobiles and trucks damage to local streets, and nuisances to local sensitive land uses caused by the volume, weight and size of trucks. Improvements to the existing truck route plan could substantially reduce these existing truck traffic conflicts.

g. Downtown Parking and Access

The draft *Circulation Element* update contains parking related implementation measures (e.g., review of existing parking standards, preparation of a downtown parking plan). No additional mitigation is required.

D. MUNICIPAL SERVICES

This EIR chapter describes the anticipated impacts of the *Land Use* and *Circulation* element updates on existing public service provisions in the planning area, including water, sewer, law enforcement, fire protection, ambulance services, schools, and parks and recreation. Project impacts on local storm drainage facilities are described in the next chapter of this EIR (E. Drainage and Water Quality).

1. WATER SYSTEM

a. Setting

(1) Existing Water Service Area. The City of Tulare is generally served by a municipal water system operated by the city's Water Department. The current municipal water service area is shown on Figure 6. As shown, some areas on the west, south, and eastern edges of the city are served by independent private water companies, including the Tulare County Water Company, Soult's Pump Water Company, and the Pratt Mutual Water Company.

(2) Existing Water Source and Quality. The city's municipal water system contains 19 operating wells, and an associated distribution system. Water is pumped directly from a groundwater aquifer which underlies the entire planning area, and is distributed directly to consumers without treatment. Water quality has been generally excellent, with the exception that wells 14 and 25 (both located in the southern part of the city) have been found to have high levels of sulfide, and are currently being chlorinated.¹ Well 22 also has been found to have a calcium problem.² The various private water purveyors maintain and operate their own wells, and presumably would be subject to the same locational water quality conditions.

(3) Existing Water Usage and Service Outlook. The city used approximately three billion gallons of water in 1990, down from an all time high of 3,270,165,000 gallons in 1988.³ Water supply is not considered to be a significant limitation to growth within the city.⁴

¹Jim Brown, Assistant City Engineer.

²Ibid.

³City of Tulare Public Works Department.

⁴Jim Brown.

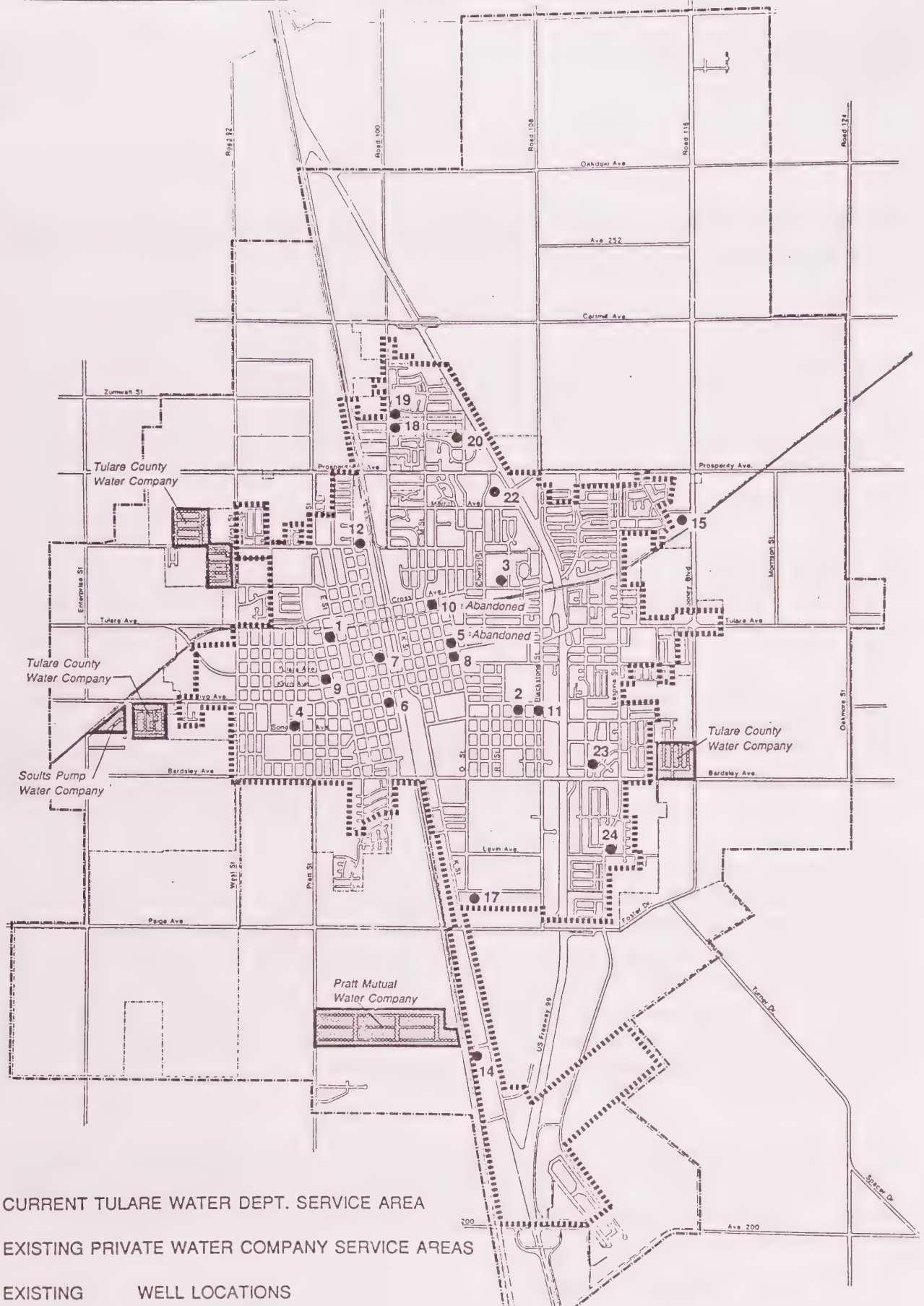


Figure 6
EXISTING WATER SYSTEM

Although some pressure problems do exist in the north and northwestern parts of the service area, city staff believes that these problems could be easily rectified with the purchase of one of the private wells in the area, or by drilling a new city well.¹ Any major individual or cumulative development within the city in the future may require the drilling of additional wells and the installation and dedication of related water distribution system extensions by the developer.

b. Impacts

The anticipated urban growth increments described in section IV.A.2 of this EIR would result in corresponding increases in the demand for water from the City of Tulare Water Department. Project-facilitated development can be expected to generate an increase in the water demand to approximately 177 percent of 1992 levels by the year 2005. An increase of this magnitude would raise city water consumption to roughly 6.2 billion gallons of water per year by the year 2005. These demands could be reduced to some extent by the continued implementation of the city's water conservation program. Nevertheless, such an increase would require the drilling of several new city wells.

Future development in the Tulare planning area would be expected to "pay its own way" with respect to provision of these water line extensions. All new residential, commercial, industrial, and institutional development within the Tulare planning area would be required to pay water service connection fees, development impact fees, and annexation fees. Project-related cumulative impacts on the city's water system are expected to be mitigated with funds collected through the city's established connection fee, development impact fee, and annexation fee process.

Major street improvements called for in the draft *Circulation Element* may also require that certain older portions of the existing water system, particularly those where water pressure deficiencies exist, be replaced. Again, in such instances, water system improvement costs (debt) would be covered (paid down) by periodically adjusted connection fees on new development, or otherwise allocated to benefitting developers on a fair-share basis.

c. Mitigation Measures

(1) While no significant adverse water system impacts are anticipated due to the updates, the City should coordinate any road improvement activities with the Water Department to ensure that related water facility improvement needs are scheduled to precede or coincide with the roadway improvements.

(2) The impact of additional demands for water service can also be partially mitigated through incorporation of water conservation devices in project-assisted industrial, office, and

¹Ibid.

commercial construction and landscaping, and continued implementation of the city's water conservation program.

2. SEWER SYSTEM

a. Setting

(1) Existing Sewer Service Area. Sewer service is provided to Tulare urban land uses by the city's municipal sewerage collection and treatment system. Figure 7 depicts existing municipal sewer service provisions in Tulare, including the current service area boundary, the layout of principal mains and trunk lines, and the location of the sewage treatment plant. Sewer service is provided to most of the area within the city limits. However, there are some pockets of unsewered area in the center of the city and on some of the urban fringe. Several of these pockets have been master planned for the introduction of sewer service, and are expected to be served in the near future.

(2) Existing Sewage Treatment Plant and Capacity. As shown on Figure 7, Tulare's existing sewage treatment plant complex is located in the southwest corner of the city between Bardsley and Paige Avenues, and Enterprise and West Streets. Because the collection system relies on gravity, the treatment plant location is near the lowest elevation in the city.

The plant contains two separate treatment facilities. The city's original treatment plant was designed to serve domestic waste. This portion of the treatment facility now has the capacity to treat approximately 4 million gallons per day (mgd). Peak domestic treatment demands on the system currently reach over 3 mgd; thus, the remaining capacity of this portion of the treatment plant is slightly less than one million gallons per day.¹ The second portion of the treatment plant was designed to treat the higher strength, higher temperature wastewater generated by the food processing industry in the city. Major users of this system include the Kraft processing plant, and Dairyman's and Adohr's Creameries. This second processing facility also serves limited industrial areas in addition to food processing facilities, as well as some commercial and residential uses. This portion of the treatment plant was designed to accommodate approximately 4.4 mgd, and has a remaining capacity of 2.2 mgd.²

(3) Existing Sewage Collection System. Like the treatment plant, the city's municipal sewage collection system includes two separate systems; one constructed to serve conventional domestic needs, and one to serve the heavy wastewater disposal demands of

¹Milt Preszler, Wastewater Treatment Plant Superintendent. Personal communication. February 1990.

²Ibid.



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the local food processing industry. The collection network for the older, domestic portion of the system generally serves all sewered areas of the city north of Bardsley Avenue. As the city has grown, additions to this system have occurred without upgrading the line capacities of the older existing collection system. Consequently, portions of this collection system are carrying flow at or in excess of capacity, and some clogging and overflowing of sewer lines has occurred.¹ Given these constraints, the capacity of this collection system for additional urban growth is severely limited.²

The collection system for the second treatment facility is comprised of older lines from the city's two creameries, and the newer Laspina-Levin sewer line completed in 1972 to accommodate development generally south of Bardsley Avenue. The Laspina-Levin line contains pipe sizes up to 33 inches in diameter and has significant remaining collection capacity.³

b. Impacts

The anticipated urban growth increments described in section IV.A.2 of this EIR would result in corresponding increases in wastewater generation. Future development activity can be expected to generate a significant cumulative wastewater generation increase between now and the year 2005. Because the city's sewer plant contains two separate treatment facilities serving two separate collection systems, a conventional domestic wastewater system, and a food processing wastewater system, the impacts of this overall cumulative increase in wastewater generation on each of these two systems are described below.

(1) Domestic Sewage Treatment Plant Capacity Impacts. Assuming that the city's domestic sewer system would continue to serve most existing and anticipated residential and commercial development in the city, the planning area growth estimates in EIR Table 3 indicate that residential wastewater generation can be expected to increase by roughly 129 percent between now and the year 2005 (approximately 625 additional homes per average year within the existing city limits; and approximately 830 units per year in the planning area, the majority of which will eventually be sewered). The remaining capacity at the treatment facility for domestic waste, approximately one million gallons per day (mgd), could accommodate the development of an additional 2,800 housing units in the city. Thus, at an average housing production rate of 625 to 830 units per year, the existing domestic treatment system could accommodate the anticipated rate of future development for roughly three to five more years. If added sewage treatment capacity is not provided in that time period, project-related residential growth could result in a significant impact on local domestic sewage treatment capacity.

¹Jim Brown, Assistant City Engineer. Personal communication. January 1990.

²Ibid.

³Milt Preszler.

(2) Domestic Sewage Collection System Impacts. The anticipated growth in domestic wastewater generation could exacerbate existing sewer collection system inadequacies and would be expected to require construction of new sewer trunk lines north of Bardsley Avenue. Unless existing collection system inadequacies are corrected and additional trunk lines provided, the anticipated residential growth rate over the next 15 years would be expected to result in significant impacts on the rate of system problems (clogging, overflowing, etc.). Studies have recently been completed by the city to determine optimum approaches to the design and funding of domestic sewage trunk line extensions to serve anticipated growth areas in Tulare and related treatment capacity expansions. Alternative trunk line extension alignments as diagrammed on Figure 7 are being considered for both the west and east sides of the city.

(3) Food Processing Sewage Treatment Plant Capacity Impacts. The planning area growth increment estimates shown in Table 3 of this EIR indicate that project-facilitated industrial growth can be expected to increase the rate of wastewater generation in the "industrial" sewer system south of Bardsley Avenue by approximately 64 percent between now and the year 2005. Such an increase would increase demands on the treatment plant by roughly 1.3 mgd (based on current generation rates per industrial acre), an increment well within the plant's remaining capacity of 2.3 mgd. However, if adequate additional collection and treatment facilities to accommodate project increases in domestic sewage collection and treatment demands are not provided (see above), these domestic demands would intrude into the capacity of the food processing wastewater treatment system.

(4) Food Processing Sewage Collection System Impacts. Unlike the domestic treatment system, the portion of the city's sewage collection system designed for food processing waste (the Laspina-Levin line) has substantial remaining capacity. Any additional collection system extension or other improvements necessary to serve future project-facilitated industrial expansion would be the responsibility of the benefitting new industry.

c. Mitigation Measures

(1) Domestic Sewage Treatment Plant Capacity Impacts. In order to adequately serve projected increases in domestic wastewater treatment demands, citywide sewer connection fees should be adjusted as necessary to provide an adequate capital improvement fund to finance expansion of the city's domestic treatment plant component capacity within the next three to five years. Implementation of this measure would reduce project-related impacts to less than significant levels.

(2) Domestic Sewage Collection System Impacts. City sewer development impact fee and connection fees should be adjusted as necessary to adequately fund the citywide domestic sewage collection system trunk line and other collection system improvements necessary to eliminate projected inadequacies, and thereby reduce project-related sewer impacts to less than significant levels.

(3) Food Processing Sewage Treatment Plant Capacity Impacts. No significant impact has been identified; no mitigation measure is required.

(4) Food Processing Sewage Collection System Impacts. Implementation of measures described above to eliminate project-related impacts on the city's domestic wastewater system would serve to avoid related impacts on the city's food processing wastewater system, thereby reducing identified impact potentials to less than significant levels.

3. POLICE SERVICES

a. Existing Setting

(1) Service Providers. Police services within the City of Tulare planning area are provided by three law enforcement agencies: the City of Tulare Police Department, the Tulare County Sheriff's Office, and the California Highway Patrol. The city's Police Department provides services to the 8,979 acres within city limits. The Sheriff's Office provides services to unincorporated areas within the city's urban boundary (planning area). The Highway Patrol provides services on state-designated highways, as well as traffic control on county roads. Through mutual aid agreements, these agencies provide assistance to each other upon request.¹

(2) Existing City of Tulare Police Department Service. As shown on Figure 8, the city's Police Department operates from the Tulare City Hall located at the southeast corner of M Street and Kern Avenue. For law enforcement purposes, the city is divided into four beats. Each beat is patrolled on a 24-hour basis. Response times within these beat areas are estimated to be about three minutes.² To date, the location of the Southern Pacific Railroad track has not presented any problems for police response.

Currently the Department employs 41 sworn officers, 12 support personnel, and two reserve officers. This represents 1.38 sworn officers per 1,000 Tulare city residents. These officers respond to an approximately 150 calls for service per day during the day shift. Officers are dispatched in response to approximately one-half (75) of these calls.³

¹Teresa Garcia, Secretary to the Police Chief, City of Tulare Police Department, personal communication, January 24, 1990.

²Teresa Garcia, personal communication.

³Ibid.

In addition to regular beat services and traffic control, the Department maintains special detail units in narcotics and in burglary. The principal crimes in the city are burglary and theft. Other significant crimes which occur include assault, vehicle theft, and robbery.¹

b. Impacts

(1) Project-Generated Police Service Demand Impacts. Projected urban growth by the year 2005 under the proposed *Land Use* and *Circulation Element* updates would increase city population and employment totals and corresponding demands for police protection. In addition, as city population and employment increases, the number of traffic citations and traffic accidents will likely increase. As a result, there will be a need for additional personnel as well as additional patrol vehicles and other equipment. If the project-facilitated urban growth projections described in sections IV.A.2 and IV.B.2 of this EIR are realized (see Tables 1 and 2), the additional police personnel needs to maintain the current ratio of 1.38 sworn officers per 1,000 Tulare residents could amount to approximately 36² more sworn officers by the year 2005, or an increment of three new sworn officers per year between 1992 and the year 2005. If the current ratio of sworn officers to population is not maintained, project-facilitated population and business expansion would result in significant adverse impacts on the adequacy of police services.

Also, the expansion of the Police Department would necessitate either the corresponding expansion of existing police facilities in City Hall, or the construction of new facilities for the Department (in a new City Hall or another city building).

b. Mitigation Measures

Development impact fees and other city allocations to police protection should be adjusted annually as necessary through 2005 to provide for the annual increases in police facilities and personnel as necessary to maintain an adequate per capita level of police protection, and to reduce to less than significant levels project-facilitated population and business growth impacts on the adequacy of local police protection.

¹Tulare Police Department, Annual Report.

²The estimated 1992-2005 population increment is 26,488 people, assuming a 1992 population of approximately 36,512 and a 2005 population of approximately 64,700.



Figure 8
EMERGENCY SERVICE STATIONS
POLICE, FIRE, AND AMBULANCE

4. FIRE PROTECTION

a. Setting

(1) Service Providers. The City of Tulare Fire Department provides fire protection services throughout the city. Areas outside city limits are served by the Tulare County Fire Department/California Division of Forestry (County-CDF). Because of an instant aid agreement between the city and county fire departments, the city's Fire Department responds automatically (i.e., without County-CDF request) to calls for service outside the city limits for a distance of one-half mile to the east and one mile to the north, west, and south. In addition, the two fire departments (city and County-CDF), along with the fire departments of the cities of Hanford, Porterville, and Visalia, maintain mutual aid agreements whereby secondary fire service response would be provided upon request.¹

Tulare Fire Department firefighters respond to medical emergencies as well as to calls for fire protection services.²

(2) City of Tulare Fire Department. Figure 8 shows the locations of city fire stations. As the figure indicates, the city's Fire Department maintains a westside station (at 138 North E Street), and an eastside station (at 800 South Blackstone). The westside station is equipped with a rescue truck (250-gal. light pumper) and a 1,250-gal. pumper. The eastside station is equipped with a rescue truck, a 1,000-gal. pumper, a 1,250-gal. pumper, and a 1,250-gallon ladder truck.

The city's Fire Department has a staff of 28, including 22 fire fighters (0.69 per 1,000 population), a fire chief, an assistant chief, a battalion chief, a fire inspector, and two support personnel. Most fire fighters are also trained as emergency medical technicians.

The city's Fire Department has a current Insurance Services Office (ISO) fire protection rating of 4, which is considered acceptable. ISO ratings range from 1 to 10 (1 being the highest level of fire protection). The ratings are based on personnel, facilities, response times, fire flow capacities, and the general character of development in the city.

The city's Fire Department generally responds to calls within the city within three minutes. To date, the locations of the railroad tracks through the city have not created any response time problems. The Department responds to a call for service with at least one engine from each station.

¹Bert Hobson, Fire Chief/Fire Marshal, City of Tulare Fire Department, personal communication, January 24, 1990.

²Bert Hobson, personal communication.

The Department has not experienced any particularly severe fire hazards. In the past year, the Department has responded to 1,394 calls for service, including 510 fires, 684 medical emergencies, and 200 miscellaneous calls (gas leaks, etc.).

(3) County-CDF Fire Department. Figure 8 also indicates that the Tulare County Fire Department/California Division of Forestry maintains a volunteer fire station within the city's urban boundary at 2082 East Foster Drive. This station is equipped with a rescue truck, a 750-gal. pumper, and a 2,500-gal. pumper. The station is staffed 24-hours a day by one full-time fire fighter. This person is joined by volunteer fire fighters when there is a call for service.¹

The County-CDF Fire Department has a current ISO rating of 5 within a five-mile radius from the station. For those areas where fire hydrants are not available, the Department has a current ISO rating of 8.²

County-CDF Fire Department response times to calls within the city's planning area are generally within five minutes. However, for areas north and northwest of the city, response times range up to ten minutes because of the distance from the East Foster Drive station to those portions of the planning area.³

b. Impacts

Projected residential, commercial, industrial, and institutional development over the next 15 years under the plan update would be expected to substantially increase demands for fire protection in Tulare. There would be a need for additional personnel (fire fighters and fire inspectors) and equipment, along with the need to expand existing station facilities and construct two additional fire stations in the north and south portions of the city where new residential, commercial, and industrial development is anticipated.

If project-facilitated year 2005 urban growth projections described in sections IV.A.2 and IV.B.2 of this EIR are realized, the additional fire fighting personnel needed to maintain the existing ratio of 0.69 fire fighters to 1,000 population could amount to 18 by the year 2005, or an increment of approximately two fire fighters every two years until 2005. If the current ratio of fire fighters to population is not maintained, and if associated fire facility expansion and new station construction is not undertaken, project-facilitated population and business

¹Rick Hutchinson, Fire Apparatus Engineer, Tulare County Fire Department, personal communication, January 31, 1990.

²Harold Tucker, Senior Fire Inspector, California Department of Forestry and Fire Protection, personal communication, February 1, 1990.

³Rick Hutchinson, personal communication.

expansion would result in significant adverse impacts on the adequacy of local fire protection.

In general, most existing fire flow provisions in the city would be adequate to serve new development, primarily because of the current city policy requiring one fire hydrant per 300 linear feet of roadway in industrial areas and one hydrant per 500 linear feet of roadway in residential areas. However, there are fire flow problems in older sections of the city due to substandard water lines. Also, as the city has expanded, some outlying water departments which have been purchased by the city are served by non-standard pipes.

c. Mitigations

Development impact fees and other city allocations to fire protection should be adjusted annually as necessary over the next 15 years to provide for annual increases in fire protection facilities and personnel as necessary to adequately serve annually-monitored increases in local residential, commercial, and industrial expansion. In addition, increased municipal revenue from this urban expansion should be partially and adequately allocated towards elimination of existing substandard fire flow conditions in the city. Effective implementation of these measures would reduce project-facilitated population and business growth impacts on local fire protection to less than significant levels.

5. AMBULANCE SERVICE

a. Setting

(1) Existing Ambulance Service. In addition to the emergency medical response service provided by the city's Fire Department, the Tulare District Hospital provides emergency medical services, including ambulance service and a 24-hour emergency room.

Ambulances are dispatched directly from the hospital (see Figure 8) in response to calls for service. Approximately 50 percent of all calls for ambulance service are from call-ins to the City Dispatcher ("911") and approximately 50 percent are calls directly to the hospital.¹ On call-ins to the City Dispatcher, the city's Fire Department often provides faster response.² An ambulance station is also located on North West Street which contains one ambulance on call 24 hours a day.

¹Jim Gilbank, Associate Administrator, Tulare District Hospital, personal communication, January 29, 1990.

²Bert Hobson, personal communication.

The hospital currently has two ambulances staffed by 20 personnel, four of whom are on call at any given time.¹ The hospital also maintains an ambulance at the Pixley fire station, staffed by four personnel. At present, the hospital averages 250 calls for ambulance service each month (including the Pixley-based ambulance). The hospital also has mutual aid agreements for ambulance service with other local district hospitals, primarily to transport patients from one hospital facility to another.

The Tulare District Hospital has an existing long-range plan for facilities and operations.² This plan is updated yearly. Therefore, it would be expected that this plan would adequately address most current hospital needs and concerns. Nevertheless, there is a significant need for improved ambulance service to the west side, as described below.

(2) Existing Response Times. Response times from the hospital are generally within two minutes, although at times railroad activity on the Southern Pacific Railroad track has interfered with ambulance response between the east-side hospital location and the west-side portion of the Tulare community. Another possible response problem involves call-ins to the City Dispatcher, who calls the Fire Department first.³

b. Impacts

Project-facilitated population and employment increases would generate corresponding increases in the demand for local ambulance services, and would exacerbate current ambulance service response time inadequacies for the city's west side. To maintain current levels of ambulance service, the city would be required to add two additional ambulances and associated personnel increases by 2005. In addition, unless at least one additional east-west, grade-separated railroad crossing is constructed to provide adequate ambulance-to-hospital travel times for the city's west side, project-facilitated population and employment growth on the west side, coupled with project-related increases in industry-serving rail movements, would significantly exacerbate existing adverse ambulance service impacts.

c. Mitigation Measures

City allocations to ambulance/emergency medical facility and personnel provisions should be annually adjusted as necessary to adequately service monitored annual population and employment increases in the city.

¹Jim Gilbank, personal communication.

²Ibid.

³Ibid.

6. SCHOOLS

a. Setting

Public educational services are provided in the City of Tulare and vicinity by the Tulare City School District (TCSD), which operates eight elementary schools and three junior high schools, and the Tulare Joint Union High School District (TJUHSD), which operates two regular high schools, one continuation high school, and an agriculture farm. In addition to these public facilities, there are two private schools in the city: St. Aloysius Parochial School and Tulare Christian School.

(1) Tulare City School District. As stated above, the Tulare City School District (TCSD) operates eight elementary schools and three junior high schools. The locations of these schools are shown on Figure 9.

Current Enrollment: Enrollment at most TCSD schools is near or at capacity, as indicated by the enrollment-capacity data listed in Table 17. One school, Alice G. Mulcahy Junior High, is presently over capacity; students are being accommodated in overcrowded existing classrooms rather than through use of portable classrooms.¹

In general, TCSD schools have experienced an average annual enrollment increases of five percent over the past six years. For 1989-1990, the TCSD has experienced a 6.3 percent growth rate, a substantial increase over the previous year.²

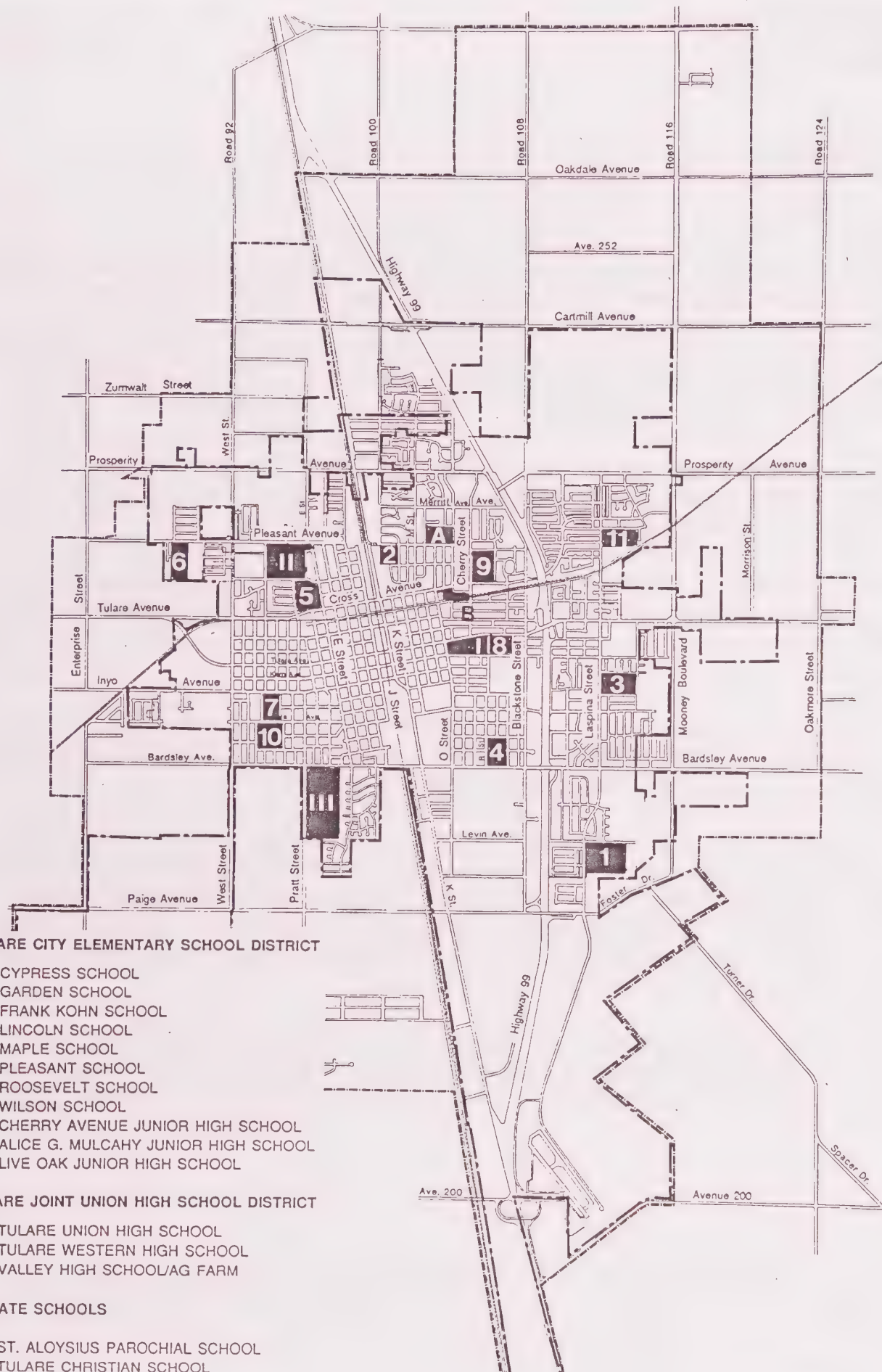
Enrollment and Capacity Projections. The TCSD indicates that most of its schools are enrolled above their capacity. The TCSD have begun to institute year-round school facility use, starting with Maple School in July of 1991. The 400-student enrollment increase expected by the TCSD this coming year represents roughly one-half of the enrollment of a year-round school. The TCSD intends to put at least two schools on year-round use until all of its schools are operating year-round (by 1996).³

Despite this operational change, the TCSD anticipates the need for new schools. At this time, no future school sites have been designated by the TCSD in their long range plan.

¹Bill Postlewaite, Superintendent, Tulare City School District, personal communication, February 2, 1990.

²Ibid.

³Bill Postlewaite, personal communication.



TULARE CITY ELEMENTARY SCHOOL DISTRICT

- 1 CYPRESS SCHOOL
- 2 GARDEN SCHOOL
- 3 FRANK KOHN SCHOOL
- 4 LINCOLN SCHOOL
- 5 MAPLE SCHOOL
- 6 PLEASANT SCHOOL
- 7 ROOSEVELT SCHOOL
- 8 WILSON SCHOOL
- 9 CHERRY AVENUE JUNIOR HIGH SCHOOL
- 10 ALICE G. MULCAHY JUNIOR HIGH SCHOOL
- 11 LIVE OAK JUNIOR HIGH SCHOOL

TULARE JOINT UNION HIGH SCHOOL DISTRICT

- I TULARE UNION HIGH SCHOOL
- II TULARE WESTERN HIGH SCHOOL
- III VALLEY HIGH SCHOOL/AG FARM

PRIVATE SCHOOLS

- A ST. ALOYSIUS PAROCHIAL SCHOOL
- B TULARE CHRISTIAN SCHOOL



Figure 9
TULARE SCHOOLS

Bus Service. The TCSD provides busing for students who live over one mile from school. The TCSD also provides busing for students who would otherwise have to cross a hazardous street (i.e., Bardsley Avenue, Prosperity Avenue, J Street-K Street).¹

(2) Tulare Joint Union High School District. The TJUHSD operates two regular high schools, Tulare Union High School located at 755 East Tulare Avenue, and Tulare Western High School located at 824 West Maple Avenue. In addition, the TJUHSD operates a continuation high school, Valley High School, located at 737 West Bardsley Avenue, and an adjoining agriculture farm located at 900 South E Street. The locations of these schools and the agriculture farm are shown on Figure 9.

Current Enrollment: Enrollment at the two regular TJUHSD high schools is near capacity, as indicated by the enrollment-capacity data listed in Table 18.

Enrollment and Capacity Projections. The TJUHSD, in anticipation of continued future enrollment increases, intends to increase the capacity at Tulare Western High School to 2,000 students.² A third high school is planned to be under construction by the year 2000.

Bus Service: The High School District provides busing for students who live over two miles from school.

(3) School Taxes and Fees. The local school districts, including the TCSD and the Tulare Joint Union High School District, collect a combined *school impact fee* of \$1.65 per square foot from new residential development. Of the fee collected, the TCSD receives \$1.00 per square foot and the High School District receives \$0.65 per square foot.³ In addition, the TJUHSD collects \$0.27 per square foot from new commercial and industrial development.⁴

The TCSD currently collects a *special purpose tax* of \$25 per parcel per year. This tax will be collected through 1996.⁵ (The tax replaces the previous special purpose tax which was collected during the period from January 1, 1984 through December 31, 1989.)

¹Ibid.

²William Pendleton, personal communication.

³Ned Kehrli, Superintendent, Tulare Joint Union High School District, personal communication, February 8, 1990.

⁴Ibid.

⁵Bill Postlewaite, personal communication.

Table 17

1992-1993 TULARE CITY SCHOOL DISTRICT CAPACITY AND ENROLLMENT

<u>School</u>	<u>Grade Levels</u>	<u>Capacity</u>	<u>Enrollment</u>	<u>Excess Capacity</u>
<i>Elementary:</i>				
Cypress School 1870 South Laspina St.	K-6	600	630	(-30)
Garden School ¹ 640 East Pleasant Ave.	K-5	730	803	(-73)
Frank Kohn School ¹ 500 South Laspina St.	K-5	660	693	(-33)
Lincoln School 824 South R Street	K-3	360	340	20
Maple School ¹ 650 West Cross Ave.	K-5	712	901	(-189)
Pleasant School 1855 West Pleasant Ave.	K-6	600	652	(-52)
Roosevelt School 1046 West Sonora Ave.	K-6	640	646	(-6)
Wilson School 955 East Tulare Ave.	K-5	380	426	(-46)
<i>Elementary Totals:</i>		<u>4,682</u>	<u>5,091</u>	<u>(-409)</u>
<i>Junior High:</i>				
Cherry Avenue Junior High 540 Cherry Ave.	6-8	600	620	20
Alice G. Mulcahy Junior High 1001 West Sonora Ave.	6-8	725	722	(-3)
Live Oak Junior High 980 North Laspina St.	6-8	620	586	34
<i>Junior High Totals:</i>		<u>1,945</u>	<u>1,964</u>	<u>17</u>

SOURCE: Wagstaff and Associates, February 1990; based on data supplied by the Tulare City School District

¹ Year round schools.

Table 18

1992-1993 TULARE HIGH SCHOOL DISTRICT CAPACITY AND ENROLLMENT

<u>School</u>	<u>Capacity</u>	<u>Enrollment</u>	<u>Excess Capacity</u>
Tulare Union	1,874	2,000	(-126)
Tulare Western	1,450	1,449	(-19)
Valley (continuation high school)	105	47	(-12)
<i>High School Totals</i>	<u>3,064</u>	<u>2,910</u>	<u>(-157)</u>

SOURCE: Wagstaff and Associates, February 1990; based on data supplied by the Tulare Joint Union High School District.

b. Impacts

Project-facilitated residential growth in the Tulare planning area could result in an estimated 9,390 additional homes in Tulare between 1992 and the year 2005.¹ The school enrollment impacts of this project-stimulated 15-year increase are described below. These enrollment projections are based on student enrollment generation factors used by the state of California to estimate funding for school construction.² It is difficult, however, to accurately predict the impact of anticipated residential growth and associated enrollment increases, given the extended planning period. Enrollment patterns could change significantly over that period. The actual rate at which residential expansion occurs will also be a major determinant of related school enrollment impacts (i.e., a gradual residential development rate would have less impact than construction of several new residential projects of 50 units or more within a short time period). In any event, if new elementary, junior high school, or high school construction does not keep up with actual enrollment increases, a significant project-related impact on local school adequacy would occur.

¹The 1992 housing unit total within the city limits was 12,184. Assuming an average annual housing growth rate of 4.5 percent, the projected housing total at the year 2005 is 21,570 for the area within the current city limits, and 23,370 for the planning area.

²State enrollment generation factors are: 0.4 elementary students/d.u. (K-6); 0.1 middle school students per d.u. (7-8); and 0.2 high school students/d.u. (9-12).

(1) TCSD Enrollment Impacts. By the year 2005, project-stimulated residential buildout could generate an additional 3,755 K-6 students over current TCSD enrollment levels. These totals represent an average annual enrollment increase of 290 students. Assuming a typical elementary school design capacity of 650 students, this growth rate increment would warrant construction of six additional elementary schools by 2005.

By the year 2005, project-stimulated growth could also generate an additional 939 middle school (7-8) students over current TCSD junior high enrollment levels. These totals represent an average annual enrollment increase of 72 students. Assuming a typical junior high school capacity of 650 students, this growth rate would warrant construction of two new junior high schools by 2005.

(2) High School Enrollment Impacts. By the year 2005, project-stimulated growth could also generate an additional 1,880 high school students over current TJUHSD enrollment levels. These totals represent an average annual enrollment increase of 145 students. Assuming a typical high school capacity of 1,800 students, this growth rate would warrant expansion of existing high schools and/or construction of up to two additional high schools in the district by the year 2005.

c. Mitigation Measures

Implementation of all of the measures listed below will be necessary to reduce project-related growth impacts on local public elementary, junior high, and high schools to less than significant levels:

(1) The city should coordinate its housing construction permit issuance activities with school district planning activities (enrollment projections, identification of additional classroom needs, etc.) to determine if adequate school capacity will be available to meet projected needs prior to construction.

(2) City ongoing advanced planning activities should include conceptual identification of optimal school site locations adequate to meet projected future needs for new school construction.

(3) Development review and conditions of approval for future major residential subdivisions should incorporate school site dedication and other provisions for new school construction, consistent with the policies of the adopted general plan update.

7. PARKS AND RECREATION

a. Setting

Existing parks and recreation facilities within the City of Tulare urban boundary are shown on Figure 10 and listed in Table 19. Parks and recreation facilities within the planning area include 13 city parks¹ (five mini-parks, seven neighborhood parks, and an off-road vehicle park), a regional park maintained by Tulare County, a privately-owned public golf course, a community center complex (community center, activity center, and swimming pool), a senior center, and the county fairgrounds. These public and quasi-public facilities are augmented by recreational facilities owned by the Tulare City School District and the Tulare Joint Union High School District (and maintained by the City of Tulare) which are available for public use, and by local, private (commercial) recreational facility and service providers (water slide, etc.).

(1) City Parks. As the list of existing city park facilities in Table 19 indicates, the city currently has a total of 90.15 acres of city parkland, plus a 20-acre off-road vehicle park. As indicated in the table, these parklands include 11.45 acres of mini-parks, and 78.7 acres of neighborhood parks.

(2) Regional Parks. Figure 10 also indicates that there is one regional park, the Elk Bayou Regional Park, located on Hosefield Road, south of Mefford Field, along the Elk Bayou. This 54-acre linear park is owned and maintained by Tulare County.

(3) Golf Course. The *Tulare Golf Course* is also located at the south end of the planning area, on Laspina Street east of Mefford Field, north of the Elk Bayou Regional Park. This privately-owned golf course is available for public use, and includes a regulation 18-hole course and clubhouse-restaurant facility.

(4) Community Center Complex. The city also maintains a community center complex. As shown on Figure 10, this complex is located on South Blackstone Street adjacent to and south of the eastside fire station. This complex includes a community center, an activity center, and a community swimming pool:

- *Claude Meitzenheimner Community Center* includes meeting and child care facilities (i.e., three meeting rooms and one child care room). In addition, the Community Center serves as the offices of the city's Parks and Community Services Department and thus, is the information and registration center for city recreation programs and activities.

¹One of the neighborhood parks, Memorial Park, is owned and maintained by the Tulare Veteran's Memorial District.

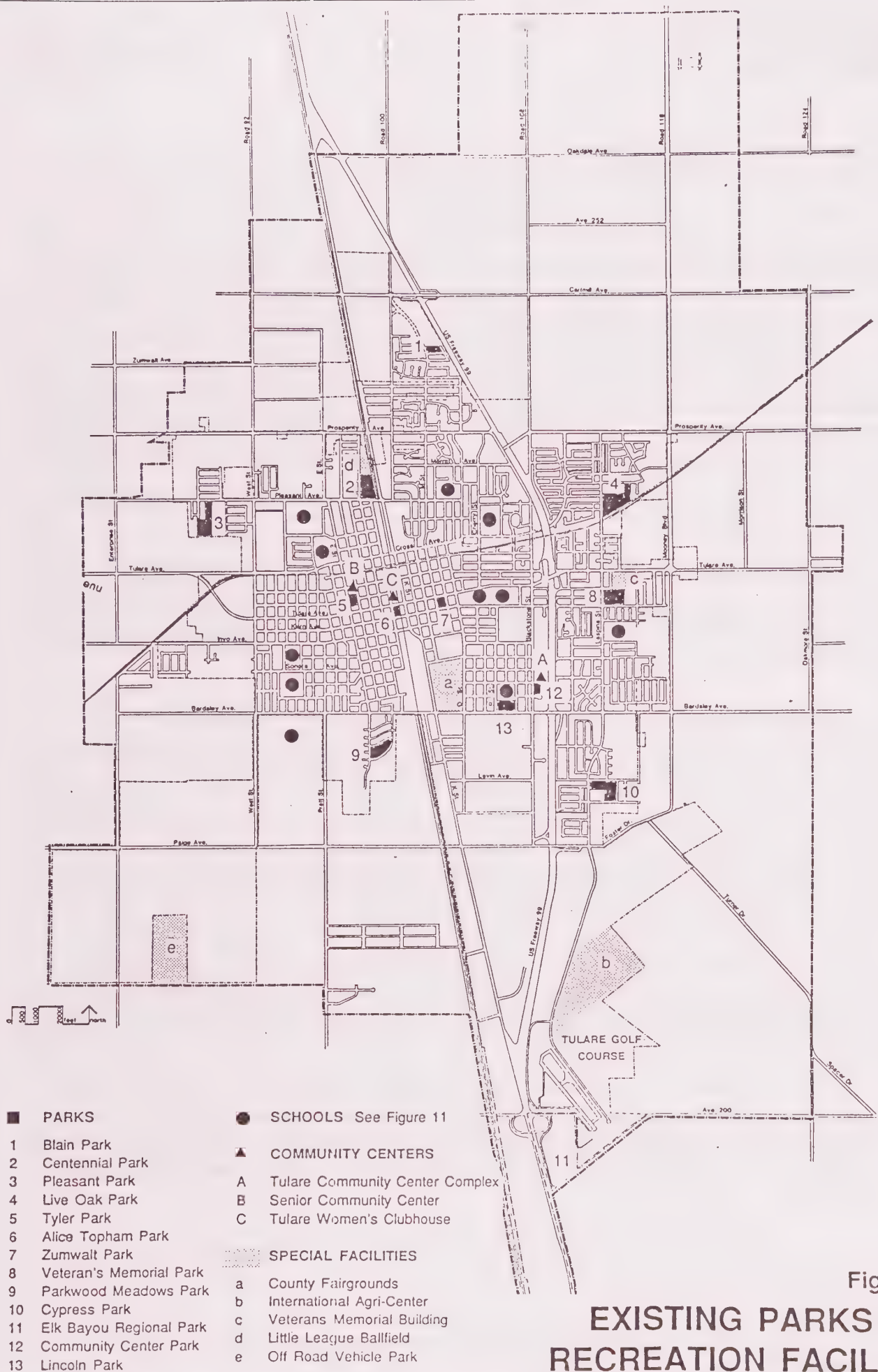


Figure 10
**EXISTING PARKS AND
 RECREATION FACILITIES**

- *Cecil Berkley Activity Center* consists of a large activity room, a small office, storage facilities, and restroom facilities. The Activity Center houses many of the city's recreational programs (exercise programs, youth activities, etc.).
- The *Community Center Pool* is a regulation 8-lane pool with a surrounding lawn, dressing rooms, and an office. The pool is used for summer recreational swimming, as well as by the Tulare Joint Union High School District for its physical education classes and competitive swim team.

(5) Senior Center. Figure 10 also shows the location of the city-maintained *Tulare Senior Center* located on West Tulare Avenue across from Topham Park. The Senior Center consists of two offices, one large multi-purpose room, a small meeting room, a stage, and a kitchen. The center is used as a community center for senior citizens (55 years and older). Center activities include luncheons, dances, crafts programs, movies, and card games. This facility will be available for use by private groups after the opening of the new senior center facility at Tyler Park which has recently been approved for construction.

(6) School District Recreational Facilities. The two local area school districts, the *Tulare City School District* (TCSD) and the *Tulare Joint Union High School District* (TJUHSD), also provide publicly available recreation space and facilities. These facilities are indicated on Figure 10.

The TCSD operates 11 elementary and junior high schools, as described previously in this chapter. Four of the TCSD schools--Lincoln Park at the corner of Bardsley and South R Street, Cypress School on Laspina Street at Cypress Avenue, Pleasant School on West Pleasant Avenue at Milner Street, and Live Oak Junior High School on Laspina Street at Ben Franklin Avenue--are combination park-school facilities. In addition, the TCSD provides open play areas, play equipment, and multi-purpose courts for public use at its other schools.

The TJUHSD also provides public use of portions of its two high school campuses (open play areas, multi-purpose courts, etc.). In addition, under an agreement with the city's Parks and Community Services Department, the swimming pool at Tulare Western High School is available for public use during the summer.¹

(7) Parks and Recreation Department Recreation Plan. The city's Parks and Community Service Department (PCSD) is formulating a long-range Recreation Plan concurrently with the city's current general plan update program. The Department's plan calls for the maintenance of existing adequate facilities, renovation of existing inadequate facilities (e.g., Zumwalt Park), development of newly acquired and underdeveloped park sites, and the development of additional parks.

¹Kevin Baker, personal communication.

Table 19

CITY PARKLANDS

<u>Park/Location (also, see Figure 10)</u>	<u>Acres</u>
<i>MINI-PARKS:</i>	
Topham Park/West Tulare Avenue west of the Southern Pacific Railroad track	1.9
Zumwalt Park/Tulare Avenue across from City Hall	3.8
Tyler Park/E Street north of the westside fire station and Public Library	.75
Parkwood Meadows/South E Street at Oakwood Drive	4.5
Community Center Park	.5
<i>Mini-Park Acreage</i>	<i>11.45</i>
<i>NEIGHBORHOOD PARKS:</i>	
Centennial Park/H Street north of Pleasant Avenue	10.0
Blain Park/North M Street at Garfield Avenue	7.6
Cypress Park/Laspina Street at Cypress Avenue	13.0
Pleasant Park/West Pleasant Avenue at Milner Street	13.1
Memorial Park/Laspina Street south of the Veteran's Memorial building	10.0
Lincoln Park	10.0
Live Oak Park/Laspina Street at Ben Franklin Avenue	15.0
<i>COMMUNITY PARKS:</i>	
(No city parks currently qualify as community parks.)	0.0
<i>Neighborhood and Community Park Acreage</i>	<i>78.7</i>
<i>SPECIAL USE FACILITIES:</i>	
Off-road vehicle park	20.00
TOTAL ACREAGE	110.15

SOURCE: Wagstaff and Associates, March 1990; based on data provided by the City of Tulare Parks and Community Services Department.

The recreational facility improvements planned by the PCSD include the following:

- A future park design for the *Blain Park* site, which includes a softball backstop, tennis courts, a volleyball area, a children's playground, a picnic pavilion with a group barbecue, paved pathways, restroom facilities, a small off-street parking area, landscaped passive recreation areas, and a dry creek.
- A future park design for *Pleasant Park*, which includes a baseball diamond, a picnic pavilion, picnic tables, landscaped passive recreation areas, paved pathways, restroom facilities, and an 85-space off-street parking area.
- In addition, a new *senior center* facility at Tyler Park has been constructed. The new, 11,000 sq. ft. senior center includes meeting rooms, stage, smaller activity rooms, offices, and a kitchen. The new facility will replace the existing Senior Center. Due to the completion of the new senior center, Tyler Park has been reduced to less than an acre in size, and consists of a children's play area, picnic tables, and park benches.

In addition to these physical improvement plans, the PCSD is in the process of updating the city's classification system and criteria for local parks, and revising standards for neighborhood and community centers.¹ Under the revised parkland system, the existing designations for *neighborhood parks* and *community parks* will be retained, but the associated guidelines and standards updated. In addition to these two park categories there will be two new park and recreational facility categories, including *major urban parks* and *special areas and facilities*.² A major urban park would be a large (70+ acres) community-wide park facility. Special areas and facilities would be small parks (e.g. the existing mini-parks), historical sites, parkway systems, greenways, plazas, malls, and special use and other facilities.

Parkland Standards. At present there are approximately 36,512 people in the Tulare planning area and 78.7 acres of *neighborhood and community parklands*, as listed in Table 19. Thus, there is currently a ratio of approximately 2.2 acres of neighborhood and community parks per 1,000 people. The revised parkland standards adopted by the PCSD call for four acres of neighborhood and community parklands per 1,000 people.³ Based on this city parkland ratio, approximately 66 acres of additional neighborhood and community parks are needed to serve the existing population.

Additionally, the revised parkland standards will call for one acre of *major urban parkland* per 1,000 people.⁴ At present there are approximately 10 developed acres of major urban

¹Kevin Baker, memorandum to Wagstaff and Associates, March 15, 1990.

²Ibid.

³Ibid.

⁴Ibid.

parkland at the 54-acre Elk Bayou Regional Park site. This represents a current ratio of 0.3 acres of major urban parkland per 1,000 people.

The Department is also in the process of formulating standards for *community centers* (e.g., auditorium-gymnasium, multi-purpose room, game room, arts and crafts room, kitchen, offices, patio, etc.) and smaller *neighborhood recreation centers* (e.g., meeting room, recreation room, and office).

Based on the revised PCSD parkland ratios, approximately 66 acres of additional neighborhood and community parks and approximately 26.5 additional acres of the Elk Bayou Regional Park site will have to be developed to serve the existing population. The creation of a community park is a priority because no such facility currently exists in the city.

(8) Park Fees. From the development impact fee, the city allocates funds from new development for the acquisition and improvement of park facilities.

b. Impacts

(1) Park and Recreation Demand Impacts. It is estimated that a population increase of approximately 28,200 people would be added to the City of Tulare by 2005 as a result of project-facilitated residential development. Based on a standard of one acre of parkland per 1,000 people, the project would therefore indirectly contribute to a demand for approximately 28 acres of improved parkland.

If the new city park and recreation standards proposed by the Parks and Recreation Department are adopted, the following specific additional park and recreation needs could be anticipated by the year 2005 as a result of project-stimulated urban growth:

Neighborhood and Community Parkland: Based on the proposed neighborhood park standard of four acres of neighborhood and community parkland per 1,000 people, approximately 113 acres of additional neighborhood park land would be required by the year 2005.

Major Urban Parkland: Based on the proposed standard of one acre of major urban parkland (regional facilities) per 1,000 people, approximately 28 acres of additional major urban parkland would be required by the year 2005.

Community and Neighborhood Recreation Centers: Although new city standards for community and neighborhood recreation centers have not yet been established, the extent of projected residential growth by the year 2005 would be expected to warrant substantial expansion of such special facilities in convenient locations.

In addition to these substantial increases in demand for city park and recreation facilities, a corresponding significant need for substantially increased city recreational programs and staff can also be anticipated.

Unless these added parks and recreation facility, recreation program, and associated personnel needs are adequately met by 2005 in reasonable relationship to the actual pace of urban expansion, significant adverse impacts on the adequacy of local parks and recreation provisions will result.

c. Mitigation Measures

Implementation of all of the following measures would be necessary to reduce project-related citywide parks and recreation impacts to less than significant levels:

- (1) The proposed general plan update includes conceptual identification of optimal site locations for projected neighborhood, community, and major urban (regional) park expansion needs, and includes a strong policy foundation for the establishment of related implementation requirements (park dedication and related in-lieu fee requirements, park/landscaping maintenance and improvement assessments, etc.).
- (2) City development review procedures and conditions of approval for all future major subdivision activity should incorporate park site and other provisions for new park construction consistent with the policies of the draft general plan *Land Use Element* update and new PCSD *Recreation Plan*.

E. DRAINAGE AND WATER QUALITY

The following EIR chapter describes the impacts of anticipated urban development under the draft *Land Use* and *Circulation* element updates on local storm drainage conditions and associated water quality concerns.

1. EXISTING CONDITIONS

a. Municipal Storm Drainage System

Drainage runoff in the city is collected by a conventional municipal storm drainage system of curbs, gutters, catchbasins, ditches, and subsurface storm drains. Some of the collected runoff is discharged directly into the Irrigation District canals or ditches. Some of the collected stormwater is also discharged into a system of percolation basins and/or retention basins for storage until it can be pumped into Tulare Irrigation District canals during off peak hours. The Irrigation District canals are generally large open channels separated from urban development by service roads and fences. Limited portions of the system have been culverted.

b. Groundwater Factors

Tulare is underlain by a groundwater aquifer with potable water quality. The city currently pumps water directly from the groundwater aquifer via 19 different wells and distributes it to consumers with minor treatment (see section IV.D.1 for a more detailed explanation of the city's water system). Groundwater quality has been generally excellent with the exception of two wells located in the southern part of the city which have high levels of sulfide, and a third well which has calcium content problems.

c. Surface Water Quality

No significant surface water quality problems have been identified in the Tulare planning area.

2. IMPACTS

a. Changes in Drainage Characteristics

Section IV.A.2 of this EIR describes the extent and pattern of anticipated residential, commercial, industrial, and institutional development in Tulare between now and the year 2005 under the proposed *Land Use* and *Circulation* element updates. The additional urban development, which could total approximately 2,775 added acres within the planning area (Table 3), as well as associated road and other infrastructure improvements, would result in corresponding increases in the rate and volume of runoff by increasing the impervious surface area. The growth projections in Table 3 of this EIR (acreages) indicate that roughly a 60 percent increase in impervious surface area could be anticipated between 1992 and the year 2005. Also, grading activities associated with this anticipated future development of vacant or underutilized parcels could result in minor alterations to existing drainage patterns. Such changes would generate a need for substantial additional municipal storm drainage facilities in the planning area.

The necessary incremental improvements to the city's storm drainage system to handle these impervious area increases could be routinely implemented as part of the city's ongoing capital improvements planning program. It is anticipated that these improvement needs would be properly planned for by the city, and that associated storm drainage improvement requirements imposed on new development (fair-share assessments and/or fees for benefitting future development) and collection of the city's development impact fee would be adequate to meet these improvement needs. If not, significant adverse drainage impacts could result.

b. Groundwater Recharge

The increase in impervious surfaces resulting from buildout of the project area would also slightly reduce the amount of local groundwater recharge in the Tulare vicinity, but would not be expected to significantly affect local groundwater levels.

c. Water Quality

Grading activities associated with anticipated new development would have associated short-term erosion and sedimentation potentials. In addition to increased erosion of soils exposed during construction, water quality would also be impacted by post-construction runoff carrying urban debris and petroleum wastes from paved surfaces. Water pollutants collected on paved surfaces, roofs, and landscaping during dry seasons would be transported into surface water bodies and the groundwater aquifer. These effects could result in significant short-term and long-term water quality impacts.

3. MITIGATION

a. Surface Runoff Impacts

City comprehensive, long-term storm drainage system capital improvement planning should fully and adequately consider long-range growth projections. Storm drainage improvement requirements placed on new development (assessments, fees, onsite storm drainage improvement standards) should be periodically adjusted as necessary to adequately fund planned citywide stormwater collection and retention requirements.

b. Groundwater Recharge

No significant impacts identified; no mitigations required.

c. Water Quality

(1) Construction Period Measures. To minimize short-term sedimentation impacts resulting from project-accommodated construction activities, individual future development projects should be required to incorporate the following measures:

- For construction projects which involve substantial land disturbance, temporary sedimentation traps should be installed onsite to reduce intrusion of construction sediments;
- Construction operations which may disrupt substantial exterior surface areas, particularly grading activities, should be conducted, as much as possible, during the dry season to avoid erosion of disturbed soils;
- Construction of planning area development projects involving vacant sites and all major infrastructure improvements should be carefully staged to minimize the amount of bare soil and, therefore, erosion during construction; and
- Individual project landscaping should include fast-growing groundcovers to stabilize soil after construction.

(2) Long-Term Water Quality Impacts. To minimize the long-term discharging of pollutant and nutrient increases in urban runoff associated with project-accommodated urban expansion, the following measures should be implemented:

- An ongoing program of municipal street sweeping should be continued and expanded as necessary to adequately accommodate future extensions of the public roadway system.
- All individual private development projects should incorporate adequate provisions for permanent, ongoing surface maintenance, such as catch basin clearing and pavement repair. Developers and/or property owners should be required to include in their drainage plans a realistic, long-term program for cleaning and maintaining private

paved areas. The responsibility for cleaning individual project drives and parking areas would be the responsibility of individual project area property owners.

F. NOISE

Urban growth anticipated under the proposed *Land Use* and *Circulation* element update could be expected to affect the local noise environment in three ways: (1) by changing traffic patterns and volumes; (2) by creating, intensifying, or eliminating incompatible land use relationships; and (3) by creating short-term construction noise. This EIR chapter describes the existing noise environment in the Tulare planning area, and anticipated changes in that noise environment as a result of anticipated urban development under the revised plan, and identifies any related significant adverse noise impacts and associated mitigation needs.

1. EXISTING SETTING

The existing noise environment in the planning area, including principal local noise sources, local noise compatibility standards and guidelines in effect, and measured existing noise levels, is described below:

a. General Noise Environment

Similar to other sizeable communities in San Joaquin Valley, the principal noise sources in and around the City of Tulare are vehicular traffic, railroad operation, airport operation, industrial plants, and miscellaneous sources.

(1) Vehicular Traffic. Automobile and truck traffic is the principal noise contributor in the city's planning area, affecting noise-sensitive land uses adjacent to highways and major arterials, including State Highway 99, State Route 137 (Tulare Avenue-Inyo Avenue), State Route 63 (Mooney Boulevard), South K Street, North J Street, Prosperity Avenue, Cross Avenue, Bardsley Avenue, and Paige Avenue. Vehicular traffic on State Highway 99 is particularly significant and is audible as a nearly continuous din at locations near the freeway.

(2) Railroad Operation. Another significant noise contributor within the city are frequent daily train movements along the Southern Pacific Railroad track, the mainline Southern Pacific route through the Valley. Approximately 24 through trains and two local trains move along these tracks on a daily basis.

In contrast, train movements on the Santa Fe Railroad track (which connects Tulare to Corcoran and Visalia) amount to approximately one train per day. Thus, railroad operation along the Southern Pacific track is considered to be a significant noise contributor.

(3) Airport Operation. A third major noise contributor in and around the city are aircraft operations at Mefford Field, a general aviation airport owned by the city and operated by a private aviation contractor. In addition to affecting land uses immediately adjacent to the facility, airport approach and takeoff flight patterns affect noise-sensitive locations elsewhere in the city.

(4) Industrial Plants. Stationary noise contributors within the planning area include the city's major industrial plants, including Dairyman's Cooperative Creamery, and Tulare Growers Cotton Gin. Of these two, the Dairyman's Cooperative Creamery located south of downtown Tulare on M Street is considered to be the most significant existing noise contributor, affecting existing noise-sensitive land uses which surround the facility.

(5) Miscellaneous Noise Sources. Occasionally, major activities at the Tulare County Fairgrounds and the use of aerial application aircraft (crop dusters) also impact noise-sensitive land uses within the city's urbanized area. However, because of the intermittent nature of these activities, they do not result in significant long-term noise impacts.

b. Local Noise Compatibility Standards and Guidelines

The city's general plan *Noise Element*¹ sets a maximum acceptable noise level threshold of 60 dBA² L_{dn} in "noise-sensitive areas" with some exceptions for noise levels up to 65 dBA. Locations considered "noise-sensitive" include residential development, schools, hospitals, rest homes, other long-term medical care facilities, and churches. The 60 dBA threshold is consistent with state guidelines and with noise limits set forth in other local general plans throughout the state.

The L_{dn} is usually determined by calculating the average cumulative noise level exposure occurring at a particular location over a 24-hour day, with a 10 dB weighting factor added to average levels occurring during the more sensitive nighttime hours between 10 PM and 7 AM. An outdoor day-night sound level of 60 dBA allows normal intelligible conversation inside conventional structures located in residential and other noise-sensitive areas. Allowing for an average 15 dBA reduction in sound level between indoors and outdoors, this outdoor noise level is reduced to an acceptable indoor level of 45 dBA for typical wood-frame construction homes and other conventional buildings.

¹City of Tulare, Noise Element, Tulare General Plan, adopted by resolution (Resolution No. 3432), August 1988.

²dBA refers to sound level in decibels using the "A" weighted scale which de-emphasizes low and high frequencies in a manner similar to human hearing.

c. Existing 60 dBA Noise Contour

The estimated 60 dBA noise exposure contour for principal noise sources within the Tulare planning area was determined as part of the city's recent *Noise Element* formulation program. This approximate noise contour is shown on Figure 11. As the figure illustrates, the principal existing noise sources are vehicular traffic on State Highway 99, train activity along the Southern Pacific Railroad track, vehicular traffic along major arterials in the city, operation of the Dairyman's Cooperative Creamery, and operation of Mefford Field.

2. PROJECT IMPACTS

a. General Noise Impact Areas

The principal noise impacts associated with future urban growth and change under the updated *Land Use* and *Circulation* elements would include the following:

- (1) The potential for changes in traffic noise levels along roadways in and around the city due to anticipated, program-stimulated land use changes;
- (2) The potential for creation, intensification, or elimination of incompatible land use-noise relationships in the planning area; and
- (3) The potential for short-term noise impacts due to project-stimulated construction activity (building construction and renovation, related road and infrastructure construction, etc.).

b. Basis for Impact Description

There is no completely satisfactory way to measure the subjective effects of increased environmental noise, or to anticipate corresponding human reactions such as annoyance and dissatisfaction. There is wide variation among individuals in tolerating and reacting to noise. The following relationships have been typically used as reasonable basis to estimate community response to project-related noise level changes:

- Except in carefully controlled laboratory experiments, an increase of one dB or less is not perceivable;
- Outside of a laboratory, an increase of three dB is considered to be a barely perceivable difference;
- A change of at least five dB is required before any noticeable change in community response would be expected; and
- An increase of ten dB is subjectively heard as approximately a doubling in loudness and would probably cause an adverse community response.

Based on this information, *a projected change of 5 dB or more in average daily noise levels, or an increase along residential frontages which causes the noise computation to cross the 60 dBA threshold, is considered in this EIR to constitute a significant environmental impact.*

c. Noise Impacts Due to Existing and Future Noise Intrusion

Figure 11 also shows the projected 60 dBA noise contour for the year 2010, as determined during the city's *Noise Element* formulation program. The figure illustrates the increase in land area within the 60 dBA noise contour along the major trafficways. The projected increase in traffic volumes (from section IV.C.2, Table 16) will expose additional areas of residential development (and other sensitive land uses such as schools, rest homes, and the hospital) to noise levels at or above 60 dBA. These noise increases would constitute significant adverse impacts to these land uses, unless adequately addressed with effective noise abatement measures.

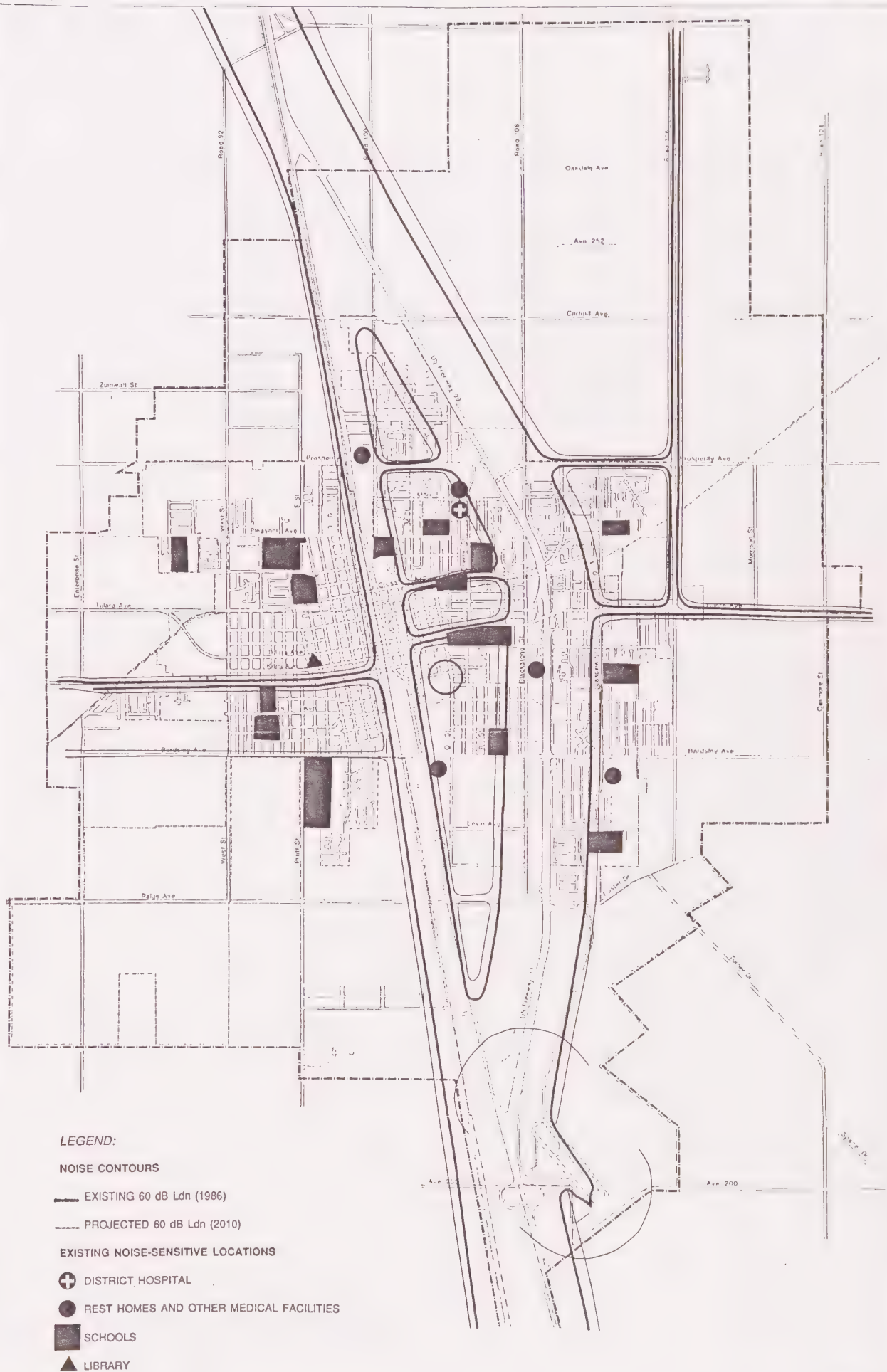
d. Noise Impacts Due to Land Use Changes

Where potentially incompatible residential, commercial, industrial, or institutional land uses are located adjacent to one other as a result future development under the revised *Land Use Element*, significant adverse noise impacts may occur, depending upon: (1) the amount of noise generated by a particular proposed land use, and (2) existing noise levels in such noise-sensitive areas. Such impacts would occur on a future, individual project-specific basis. As a result, the degree and significance of such impacts could not be determined until specific development plans are proposed.

e. Construction Noise Impacts

Noise would also be generated during construction of individual future development projects allowable under the plan update. The impacts of such construction noise on existing land uses would depend upon the types of equipment used and distances of the construction sites from existing noise-sensitive development. Typical noise levels resulting from use of various typical construction equipment are listed in Table 20.

The figures in Table 20 indicate that the highest construction-period noise levels could be anticipated from new residential, commercial, industrial institutional, and related roadway and infrastructure construction which involves use of excavation, grading and paving equipment. The highest construction period noise levels usually occur during use of motorized air compressors and jack hammers (street and infrastructure construction). During other construction phases, noise would be generated by trucks delivering and removing materials from the construction sites, hammers and saws, and other equipment commonly used during construction and renovation of residential, commercial, industrial, and institutional structures.



SOURCE: City of Tulare Noise Element (August 1988) and City of Tulare Planning Department (January 1990)

Figure 11
NOISE FACTORS

Table 20
CONSTRUCTION EQUIPMENT NOISE LEVEL RANGES

		A-weighted Noise Level (dB) At 50 Feet					
		60	70	80	90	100	110
Earth Moving:							
	Compactors (Rollers)						
	Front Loaders						
	Backhoes						
	Bulldozers						
	Scrapers, Graders						
	Pavers						
	Trucks						
Materials Handling:							
	Concrete Mixers						
	Concrete Pumps						
	Cranes (Movable)						
	Cranes (Derricks)						
Stationary:							
	Pumps						
	Generators						
	Compressors						
Impact Equipment:							
	Pneumatic Wrenches						
	Jackhammers and Rock Drills						
	Pile Drivers (Peak)						
Other:							
	Vibrator						
	Saws						
Source: Handbook of Noise Control, Cyril M. Harris, 1979.							

Significant short-term noise impacts on adjacent residential areas and schools could be expected during the entire construction period for most future building and infrastructure improvements. Typical average daily noise levels within 50 feet of a typical building construction or renovation project, or a typical road construction project, could be as high as 75 to 80 dBA within 50 feet of the construction activity, resulting in significant temporary noise impacts. In addition, there could be potential significant noise impacts along various residential street frontages due to construction-related truck traffic. During the day and early evening hours (i.e., 8 AM to 7 PM), these intermittent truck-generated noise increases would probably be unnoticeable. However, during weekend, holiday, and weekday early morning and nighttime hours (i.e., 7 PM to 8 AM), construction-related truck traffic noise would be more noticeable and could significantly impact residences and other sensitive land uses (schools, etc.) adjacent to the truck access routes.

3. MITIGATION MEASURES

a. Noise Impacts Due to Noise Intrusion

For those areas generally indicated on Figure 11 as subject to high future noise levels, approval of future individual development projects near residential or other noise-sensitive land uses should be conditioned upon preparation of detailed noise studies and the incorporation of necessary noise mitigation measures (sound-rated glass, wall insulation, etc.). These measures should be incorporated into the final project design to ensure that interior noise levels meet parameters set forth in the city's current *Noise Element*.¹ These measures would reduce related noise impacts to less than significant levels.

b. Noise Impacts Due to Land Use Changes

In order to prevent significant adverse noise impacts, compliance with noise-related performance standards should be required as a condition of any city approval of industrial and/or commercial development activities adjacent to existing residential or other noise-sensitive land uses.

c. Construction-Period Noise Impacts

As a condition of approval for future individual projects within the planning area, the city should require contractors to limit hours of construction activity (i.e., to non-holidays between 7 AM and 5 PM, Monday through Friday, and between 9:00 AM and 5:00 PM on Saturday). Related construction contract documents should also include provisions to

¹These parameters reflect state land use/noise compatibility standards.

ensure that all construction equipment is adequately muffled and maintained. Enforcement of these measures would be expected to reduce construction period noise impacts to less than significant levels.

G. AIR QUALITY

This EIR chapter describes the air quality impact implications of anticipated future urban change and intensification under the proposed *Land Use* and *Circulation* element updates, and identifies associated mitigation needs.

1. SETTING

a. Air Quality Controls in Effect

The federal Clean Air Act, first adopted in 1967 and periodically amended since then, established federal ambient air quality standards. A 1987 amendment to the federal Clean Air Act set a deadline for the attainment of these federal standards. That deadline has passed. In 1988, the state passed the state Clean Air Act (state 1988 Statutes, Chapter 1568), which established more stringent state ambient air quality standards, and set forth a program for their achievement.

State air basins are established by the California Air Resources Board (CARB). The CARB implements state ambient air quality standards, as established in the state Clean Air Act, cooperates with the federal government in implementing pertinent sections of the federal Clean Air Act, and has responsibility for controlling stationary and mobile source air pollutant emissions throughout the state.

The City of Tulare, located in the western portion of Tulare County, is in the CARB-designated, eight-county San Joaquin Valley Air Basin. In addition to Tulare County, the San Joaquin Valley Air Basin includes San Joaquin, Stanislaus, Merced, Madera, Fresno, Kings and (west-central) Kern counties.

The San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD) is the local agency authorized by the CARB to monitor and regulate air pollutant emissions from vehicular and nonvehicular sources within Tulare County and the other seven counties in San Joaquin Valley. The SJVUAPCD has responsibility for monitoring air quality and setting and enforcing limits for stationary source emissions. The SJVUAPCD does not operate an air monitoring station within the City of Tulare. The closest SJVUAPCD air monitoring station is located in the City of Visalia, approximately eight miles to the north. In general, measurements at this station would be applicable to Tulare.¹

¹Joe O'Bannon, Environmental Planner, San Joaquin Valley Unified Air Pollution Control District, personal communication, December 3, 1992.

The U.S. Environmental Protection Agency (EPA) is responsible for enforcement of the provisions of the federal Clean Air Act. Based on the provisions of a 1990 amendment to the federal Clean Air Act, the EPA has designated the San Joaquin Valley Air Basin as a Non-Attainment area for three pollutants: ozone, carbon monoxide, and particulates.

The SJVUAPCD prepared and adopted the PM-10 Attainment Plan (1991), and the Federal 1992 Air Quality Attainment Plan for Carbon Monoxide in response to the non-attainment plan requirements of the Federal Clean Air Act.

The SJVUAPCD has also adopted the 1991 Air Quality Attainment Plan in response to state ozone requirements. The 1988 state Clean Air Act requires each non-attainment district to reduce pertinent air contaminants by at least 5 percent per year until the new, more stringent, state air quality standards established in the 1988 California Clean Air Act are met.

Applicable federal and state standards for each regulated pollution category are listed in Table 21. The applicable standard for each pollution category, for environmental documentation purposes (i.e., identification of significant impacts), is whichever is the more stringent of the federal and state standards.

b. Local Conditions

(1) Climate. In general, local episodes of poor air quality usually result from a combination of high pollutant emission rates and certain natural factors such as topography, wind, weather patterns, and the occurrence of temperature inversions. As shown on Figure 12, the City of Tulare is located on the San Joaquin Valley floor in the south-central portion of the San Joaquin Valley Air Basin. The Valley Air Basin is defined by the Sierra Nevada mountains and Coastal Ranges to the east and west, respectively. The Tehachapi Mountains define the southern extent of the Valley Air Basin. The Sacramento-San Joaquin Delta demarcates the northern extent of the Valley Air Basin.

As illustrated on Figure 12, winds flow into the Valley Air Basin primarily through the Carquinez Straits, as well as through the Hayward Pass and Pacheco Pass. Winds flow out of the Valley Air Basin primarily through passes over the Tehachapi Mountains. Winds also flow upslope over the Sierra Nevada mountains and coast ranges.¹ Figure 12 also illustrates that within the central portion of the Valley Air Basin there is frequently an area of circular air flow known as the Fresno Eddy.² As a result of the topography surrounding the valley floor and the wind patterns through and within the Valley Air Basin, the prevailing wind direction in the City of Tulare vicinity is from the northwest.

¹California Air Resources Board, San Joaquin Valley Growth and Air Quality Impacts, Technical Support Document, September 1988.

²Ibid.

Table 21
APPLICABLE AIR QUALITY STANDARDS
Parts per Million, Except Where Noted

<u>Pollutant</u>	<u>Averaging Time</u>	<u>Applicable Standard (not to be equaled or exceeded)</u>	
Ozone	One-hour	0.09	(state)
		0.12	(federal)
Carbon Monoxide	Eight-hour	9	(federal*/state)
	One-hour	20	(state)
		35	(federal)
Nitrogen Dioxide	Annual average	0.05	(federal)
	One-hour	0.24	(state)
Sulfur Dioxide	Annual average	0.03	(federal)
	Twenty-four hour	0.05	(state)
		0.14	(federal)
	One-hour	0.25	(state)
Particulates (PM ₁₀)	Annual mean	30**	(state)
		50**	(federal)
	Twenty-four hour	50**	(state)
		150**	(federal)

SOURCE: California Air Resources Board

* Not to be exceeded more than once per year.

** Micrograms per cubic meter.

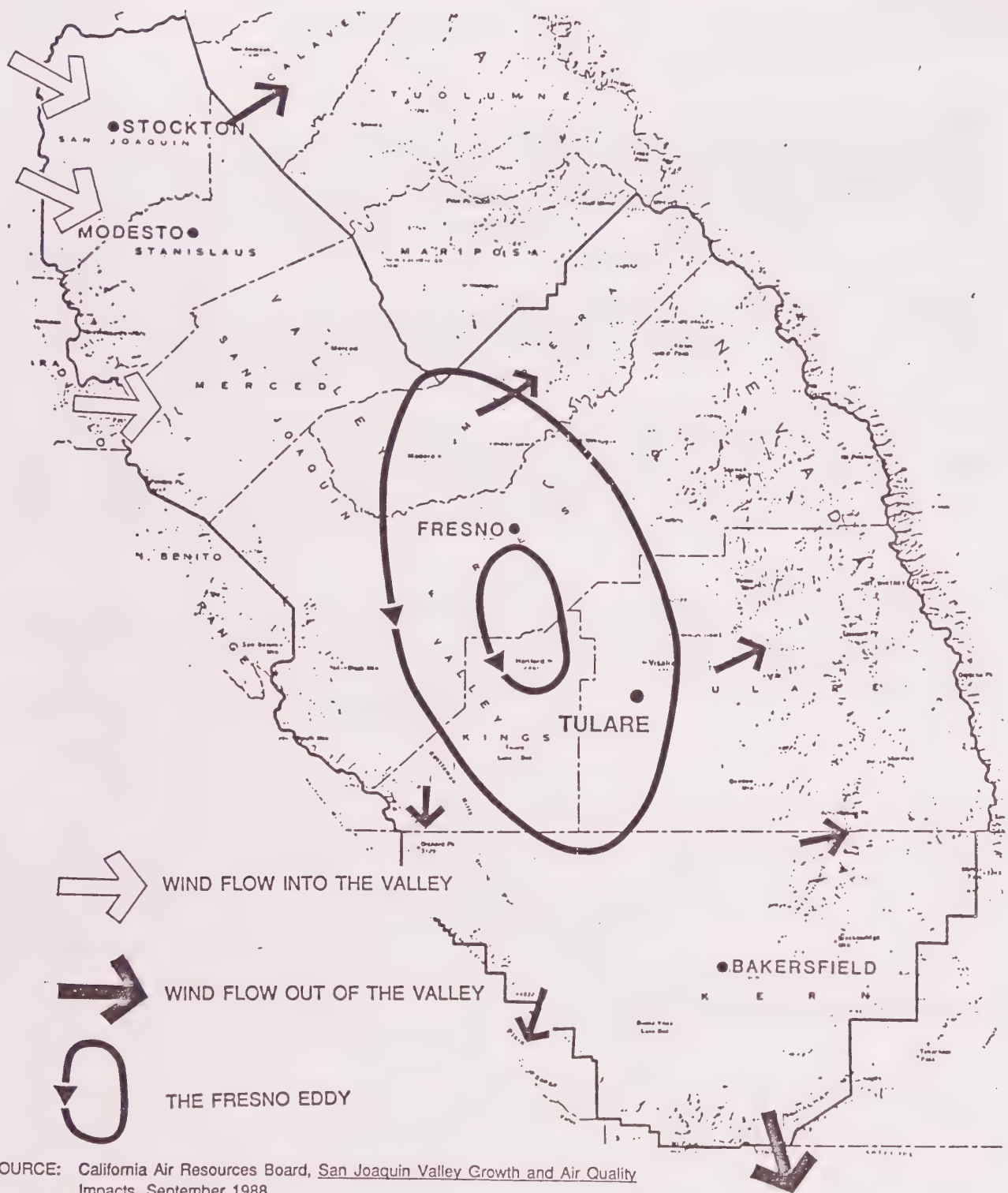


Figure 12
AIR QUALITY FACTORS
SAN JOAQUIN VALLEY AIR BASIN

The south-central portion of the Valley Air Basin is classified as a dry Mediterranean region, characterized by hot, dry summers and cool, mild winters. Temperatures (in degrees Fahrenheit) generally range from the 90s in summer to the middle 30s during winter, although temperatures exceed 100 degrees on some days.

The natural factors described above, along with the presence of a semipermanent high pressure area west of California, are responsible for frequent subsidence (temperature) inversions which occur throughout the Valley Air Basin. Subsidence inversions occur when there are stable layers of air which resist vertical mixing. As a consequence, the volume of air into which pollutants can be dispersed is limited. Additionally, wind flow through the Valley is usually light.¹ Under such low wind speed conditions, horizontal dilution is also limited, causing an increase in the concentration of air contaminants.

Temperature inversions can also be caused by surface radiation cooling. On clear winter nights, the ground loses heat at a rapid rate and causes the air in contact to also cool. Once formed, this radiation inversion is similar to a subsidence inversion in its effect on pollutant dispersion.

(2) Recent and Current Air Pollution Levels. Federal and State of California ambient air quality standards have been established for the following five critical pollutants: nitrogen dioxide, sulfur dioxide, particulates, carbon monoxide, and ozone. Ozone pollution is the most conspicuous type of air pollution, and is often characterized by visibility-reducing haze, eye irritation, and high oxidant concentrations; i.e., "smog." Studies have been conducted which link ozone with plant damage such as stunted growth and diminished yields. However, in urban areas, including the City of Tulare, the principal concerns with regard to ozone involve human health issues.

Ozone is not an emission contaminant. Rather, the phenomenon results from reactions in the atmosphere of hydrocarbons and nitrogen oxides in the presence of sunlight. Smog levels are affected by various factors, including the quantity of gases present, the volume of air available for dilution, and the temperature and amount of sunshine. In rural areas, motor vehicles are usually the principal contributor to photochemical reactions (hydrocarbons and nitrogen oxides).

The SJVUAPCD maintains two community air monitoring stations in Tulare County and is responsible for attaining and maintaining air quality standards. The applicable standard for each pollution category is whichever is the more stringent of the federal or state standards. These applicable federal and state standards were listed in Table 21.

¹Tulare County, Airport Master Plan, November 1970.

The SJVUAPCD air monitoring station in Visalia measures all five critical pollutants. The other SJVUAPCD air monitoring station only monitors PM₁₀ and is located in the City of Porterville, 20 miles to the southeast.

Particulates are of concern in the San Joaquin Valley Air Basin because of the predominance of agriculture and related industries throughout the region. It should be noted that the EPA used to consider total suspended particulates (TSP) a critical pollutant; however, the EPA has recently set standards for inhalable suspended particulates (PM₁₀)¹ and discontinued use of air quality standards for TSP. Consequently, the SJVUAPCD has equipped the two District air monitoring stations for monitoring PM₁₀.

Table 22 provides a summary of the measurements taken at the Visalia station for the three most recent years for which data was available. The data indicate that the state and federal standards for carbon monoxide, nitrogen dioxide, and sulfur dioxide were not being exceeded. However, Table 22 also shows that the ozone and particulate (PM₁₀) levels have exceeded federal and state standards. The 1983 to 1985 trend indicates that ozone and particulate levels in western Tulare County have been and continue to be matters of concern.

c. Air Pollution Sources

(1) General Air Pollution Contributors. In general, the four major sources of air pollutant emissions in the Valley Air Basin are: motor vehicles, industrial plants, agricultural activities, and construction activities. Motor vehicles account for significant portions of regional gaseous and particulate emissions. In particular, the two major highways traversing the Valley--Interstate 5 and State Highway 99--are major air pollutant contributors.² Local industrial operations such as food processing and packaging plants and various agricultural activities also generate substantial regional gaseous and particulate emissions. In addition, construction activities can generate significant temporary gaseous and particulate emissions (dust, ash, smoke, etc.).

(2) Local Air Pollution Sources. Both mobile and stationary air pollutant sources affect ambient air quality throughout the Valley Air Basin as well as within the City of Tulare vicinity. The principal factors that affect air quality in and around Tulare are: (a) the San Joaquin Valley *sink effect*; (b) automobiles and trucks traveling along the *State Highway 99 corridor*; and (c) increases in mobile and stationary pollutants generated by *local urban growth*.

¹Particulates considered inhalable are 10 microns or less in diameter.

²Al Reyes, personal communication.

Table 22
MEASURED AIR QUALITY IN VISALIA, 1983-1985

	<u>1983</u>	<u>1984</u>	<u>1985</u>
Ozone ^a	.14/50	.14/48	.14/39
Carbon Monoxide ^a	9.0/0	13.0/0	9.0/0
Nitrogen Dioxide ^a	.11/0	.11/0	.14/0
Sulfur Dioxide ^a	.02/0	.02/0	.05/0
Particulates ^b	122/30	85/28	305/21

SOURCE: Tulare County Economic Development Corporation, Overall Economic Development Program, June 1987.

^aThe first value is the maximum hourly average concentration in ppm. The second value is the number of days on which a violation was recorded.

^bThe first number is the maximum 24-hour average in micrograms per cubic meter (PM₁₀ is estimated from readings of TSP). The second number is the number of days on which a violation was recorded.

(a) *Sink Effect.* Due to the topography and meteorological patterns in and west of San Joaquin Valley, it would be expected that the Valley acts as a "sink" for air pollutants. Air over the City of Tulare contains a background level of pollutants generated not only in and around the city but from Hanford, Visalia, Fresno, and other communities and rural areas upwind of the city. Also, because of the direction of wind flow into the Valley, some local pollutants would have been generated in the San Francisco Bay Area, beyond the western mountains (Coastal Ranges).

(b) *State Highway 99 Corridor.* Motor vehicle emissions generated along State Highway 99 also affect air quality in the City of Tulare. These emissions should be considered as a regional as well as a local problem, since there is a considerable amount of through traffic on the state highway, in addition to vehicles entering or leaving the city.

(c) *Local Urban Growth.* Increased local usage of motor vehicles and growth of industry within the planning area can be considered the two primary local sources of air pollution contribution. Due to the level of both in-commuting and out-commuting in Tulare, local urban growth should be considered as both a regional and a local air quality factor.

Urban growth within the city's urban boundary would also be comprised of residential and commercial development projects. However, residential and commercial uses are not generally considered to be significant direct sources of emissions, although such uses would contribute indirectly by generating associated vehicular (automobile and truck) trips.

2. IMPACTS

Air quality impacts resulting from future urban change and intensification in the Tulare planning area under the proposed plan update would result primarily from changes (net increases) in auto emissions (i.e. project-related increases in local project traffic volumes). Carbon monoxide (CO) is the pollutant of greatest concern; motor vehicle traffic rarely causes violations of other air quality standards. Emissions from construction activities would also be of concern.

a. Estimates of Relative Contributions

Based on the history of air pollution in the Valley Air Basin, the anticipated increase in both local and regional vehicular traffic, and the intensification of local uses within the city's urban boundary, it is likely that the sink effect, the State Highway 99 corridor, and local urban growth would each be relatively equal contributors to future adverse air quality conditions in the community.

Currently, the SJVUAPCD, the state, and federal governments, and Valley industries, are preparing the San Joaquin Valley Air Quality Study. The purposes of this study are to increase understanding of the ozone phenomenon in the Valley (local emission, contribution

of mobile sources, contribution from outside sources, etc.), and to develop techniques for emissions control.¹ The Air Quality Study is expected to be completed by the mid-1990s.

b. Local and Regional Air Quality Impacts Due to Project-Related Traffic

Assuming that the residential growth rate in the Visalia-Tulare area and associated vehicular traffic will continue to increase at an average annual rate of approximately five percent, the cumulative year 2005 housing total for the two cities could be expected to reach roughly 78,500 units, representing a 143 percent increase over the 1990 combined Visalia-Tulare total of approximately 32,300 units. Similarly, cumulative employment in the two communities is also expected to roughly double in the 15 year period between 1990 and 2005. These substantial growth increments could result in substantial increases in air emissions from mobile sources (i.e., increased traffic), as well as substantial increases in point source emissions (new industry).

These air pollution emissions changes could in turn be expected to result in significant increases in total, countywide emissions of hydrocarbon and carbon monoxide pollutants, exacerbating Air Basin Non-Attainment conditions for ozone, carbon monoxide, and particulates. These effects could therefore constitute a significant adverse cumulative impact unless the anticipated growth in residential, commercial, industrial, and institutional development is accompanied by: (1) associated improvements to the local transportation system to minimize congestion; (2) district implementation of increased, more stringent emissions standards for point sources; and (3) effective statewide implementation of increased, more stringent automobile emissions standards, to allow the San Joaquin Valley Unified Air Pollution Control District to achieve the five percent per year reduction in pertinent air contaminants necessary to eventually meet 1988 state air quality standards.

c. Construction Period Emissions

The construction of future individual residential, commercial, industrial, and institutional projects and related infrastructure improvements within the Tulare planning area would generate pollutants intermittently in the area until construction is complete. Dust emissions would be noticeable at adjacent land uses, particularly during working hours and those windy periods when winds blow from directions other than from the west (the prevailing wind direction in the Tulare vicinity is from the west for most of the year). Such particulate emissions generally settle out of the atmosphere rapidly with increasing distance from the source.

Emissions from gasoline and diesel-powered construction equipment would increase local pollutant concentrations slightly, but would not be expected to result in any measurable increase in the frequency of ambient air quality standard violations. The laying of hot

¹California Air Resources Board, San Joaquin Valley Growth and Air Quality Impacts.

asphalt for project infrastructure improvements would also be a source of hydrocarbon emissions, which would be most noticeable locally as odors.

3. MITIGATION MEASURES

Implementation of the following measures would substantially reduce air quality impacts associated with the Tulare *Land Use* and *Circulation* element update.

a. Local and Regional Air Quality Impacts Due to Project-Related Traffic

The mitigation measures identified in the section IV.C.3 of this EIR would serve to reduce concentrated traffic flows, congestion, and idling time, thereby reducing project-related hydrocarbon, CO, and nitrogen oxide emissions.

b. Construction Period Air Quality Impacts

(1) Particulate Emission Impacts. As part of its ongoing development review process, the city should advocate or require that future construction contracts for individual projects include the following directives in order to reduce construction-period air quality impacts to a less than significant level:

- Prohibit unnecessary idling of motorized equipment;
 - Schedule major dust-generating activities for the early morning and other hours when wind velocities are low;
 - Sweep streets surrounding construction sites at least once a day; and
 - Cover over storage piles (fill, refuse, etc.).
- r ■ All material excavated or graded should be sufficiently watered to prevent excessive
r amounts of dust. Watering should occur at least twice a day with complete coverage,
r preferably in the late morning and after work is done for the day.
- r ■ All materials transported offsite should be either sufficiently watered or securely
r covered to prevent excessive amounts of dust.

H. GEOTECHNICAL FACTORS

This EIR chapter describes existing geologic and soils conditions in the Tulare planning area, the possible geotechnical impacts of project-facilitated urban expansion in light of these conditions, and measures to mitigate significant adverse effects.

1. SETTING

a. Topography

The City of Tulare is located on the San Joaquin Valley floor. Consequently, the terrain within the city's planning area is relatively flat, with a gradual slope towards the southwest. The average elevation is 285 feet, with a maximum variation of about 40 feet throughout the city's entire planning area (from the highest point to the lowest point within the urban boundary). Slopes do not exceed 10 percent; the maximum natural slope is less than two percent. Because of the relative lack of slope, potential landsliding is not a significant geologic factor within the Tulare Planning Area.

b. Soils

(1) Soil Types. Soils within and surrounding the city have been identified and mapped by the United States Department of Agriculture Soil Conservation Service (SCS). In all, there are 39 soil series which have been identified in the county. These soils have been organized into six major groups, distinguished by physical characteristics (slope, depth, geologic sub-structure, etc.).¹

Figure 13 shows the soil series and groups present in the Tulare area. As illustrated, there are three basic soil series which occur within the city's urban boundary. The three soil series belong to two SCS agricultural soil classification groups--Group I and Group II--both of which are considered to be important agricultural soils. The agricultural values of these soils and related impact implications are discussed further in the Natural Resources section of this report (IV.J).

Of the estimated 20,360 acres which comprise the city's planning area, approximately 10,250 acres (50 percent) are of the Hesperia-Foster soil association. The Hesperia-Foster association, in turn, is categorized within the Group II agricultural soil classification. This

¹Tulare County, Environmental Resources Management Element, 1972.

soil association area encompasses the northwest half of the city, including the majority of the existing urbanized area. In general, these Hesperia-Foster/Group II soils are very deep, nearly level, and moderately-well to well drained.¹

Approximately 7,830 acres (39 percent) of the city's planning area, primarily including lands west and south of the existing urbanized area, are of the Temple-Traver soil association, which, in turn, is categorized within the Group I agricultural soil classification. The remaining 2,240 acres (11 percent), located along the southeast edge of the city's planning area near Highway 99 south of Bardsley Avenue, are of the Fresno-El Peco association. The Fresno-El Peco association is also categorized within the Group I agricultural soil classification. In general, these two Group I soils are found in a moderately deep to very deep layers, are nearly level, are poorly to moderately-well drained, and have occasional areas of saline-alkali soils.²

(2) Soil Constraints. The above three soil types can generally be described as sandy loam soils which have very little potential for erosion or shrink-swell problems. The principal soil constraint in Tulare is the potential for land subsidence as a result of groundwater withdrawal. As discussed in the city's *Seismic Safety Element*,³ land subsidence has occurred as recently as the 1950s, as a result of excessive groundwater withdrawal.

c. Seismic Factors

(1) Geologic Characteristics. The Tulare area geology is typical of other areas on the San Joaquin Valley floor, with relatively thin layers of sedimentary rocks overlaying a granitic base. These sedimentary rock layers date back approximately 135 million years (Cretaceous period), although the top layer is as young as 500,000 years (glacial epoch). During earthquakes this type of geologic structure has potentially significant ground shaking characteristics.

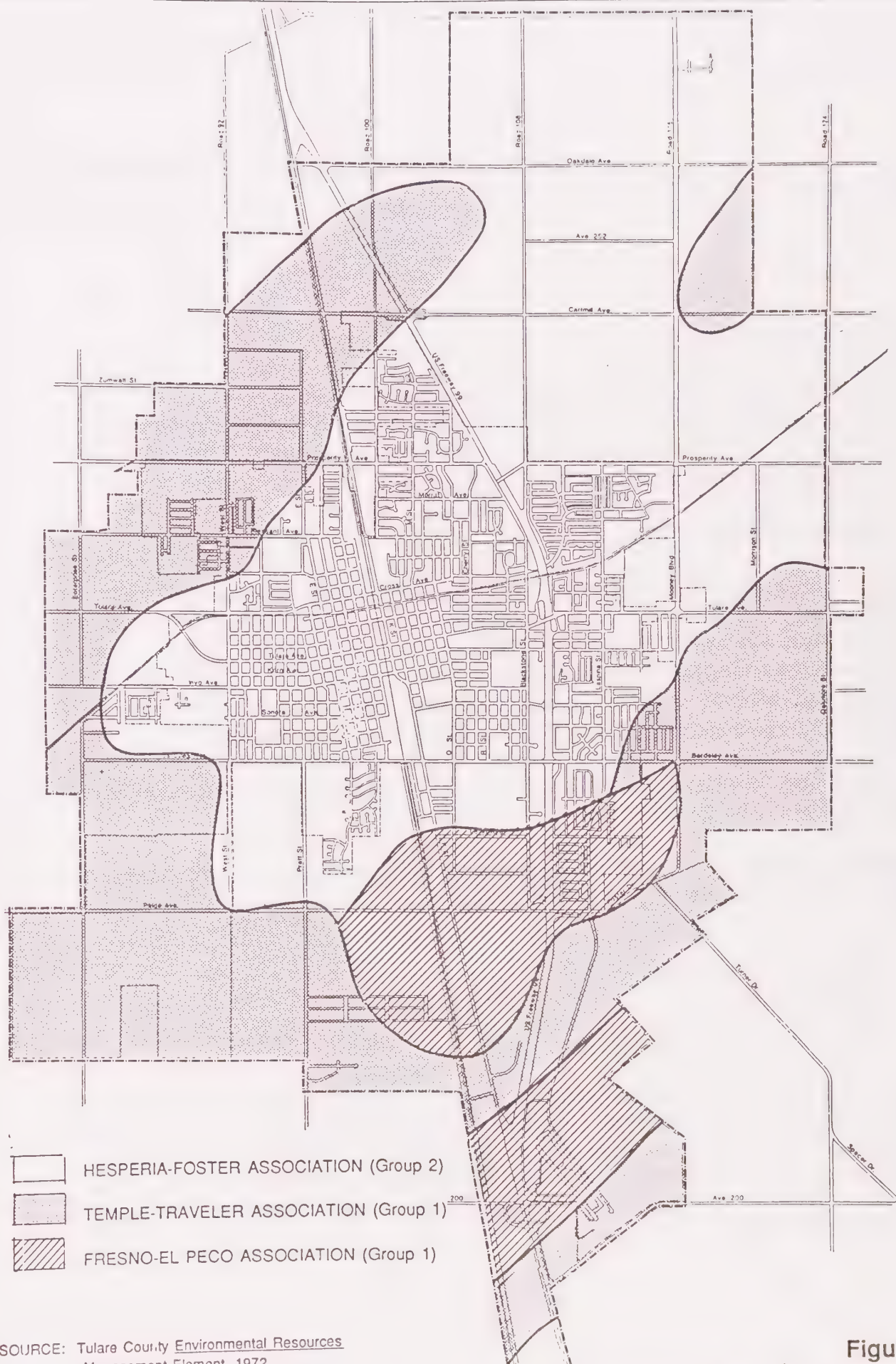
(2) Earthquake Faults. As discussed in the city's *Seismic Safety Element*, there are no identified active earthquake faults within or near the city. Three earthquake fault groups are located on the edges of the San Joaquin Valley: the San Andreas fault to the west, the Owens Valley fault group to the east, and the White Wolf fault to the south. Due to the distance of Tulare from these fault groups, there are minimal local hazards associated with earthquakes occurring along any known fault in the region.⁴ Tulare is located within seismic zone #3. The principal seismic hazard is the potential for moderate ground shaking as a

¹Tulare County, Environmental Resources Management Element, 1972.

²Ibid.

³City of Tulare, Seismic Safety Element, adopted by resolution (Resolution 2392), May 1983.

⁴City of Tulare, Seismic Safety Element.



SOURCE: Tulare County Environmental Resources Management Element, 1972

Figure 13
PLANNING AREA SOILS
SOIL ASSOCIATIONS AND GROUPS

result of a major earthquake along the San Andreas fault; however, this potential is relatively low.¹

2. IMPACTS

a. Subsidence Potentials

There are potentially significant soil subsidence impacts associated with future project-facilitated development within the Tulare planning area due to increased groundwater withdrawal for well water supply, coupled with the reduction of open acreage for groundwater recharge from percolation of stormwater.

b. Seismic Factors

Similar to all Valley communities, despite the relative distances between Tulare and the identified active earthquake fault groups, there would be some potential for seismic ground shaking within the area. The latest Uniform Building Code requirements incorporate current engineering technology formulated to address concerns relating to seismic-induced building damage and collapse. However, no guarantee against all earthquake damage is available. Assuming effective implementation of current UBC seismic construction measures through normal city building permit and inspection procedures, potential impacts due to ground shaking would be comparatively low in Tulare in comparison to other urbanized areas of the state, and would be considered less than significant.

Landslide potentials due to ground shaking would also be less than significant due to the area's level terrain (two percent maximum slope).

3. MITIGATION MEASURES

a. Subsidence Potentials

To reduce project-related development impacts on groundwater withdrawal and recharge to less than significant levels, future large scale residential development projects in the city should to the extent necessary be required to incorporate ponding basins and other percolation areas into their designs to ensure adequate replenishment of groundwater supply. Continued provision of such facilities as part of the citywide storm drainage system would achieve this dual objective.

¹City of Tulare Seismic Element.

b. Seismic Factors

None required.

I. CULTURAL RESOURCE FACTORS

1. SETTING

a. Archaeological Sites

A records search recently completed by the California Archaeological Inventory (CAI), Southern San Joaquin Valley Information Center in February 1990 indicated that, although several archaeological surveys have been completed within Tulare, very little systematic archaeological work has been done in the planning area. The CAI staff did conclude, however, that there is a possibility that archaeological sites could be present within the area.

b. Historical Sites and Structures

There are no properties within the Tulare planning area listed on the National Register of Historic Places. The site of a World War II temporary detention camp for Japanese Americans, which is registered as California Historical Landmark No. 934, is located near the city.

In 1987, the City of Tulare and the Tulare City Historical Society completed a Historic Resources Inventory of 1,600 homes and other structures in the city. For each structure in the city built prior to 1946, this survey describes the location, and gives a brief description of building characteristics and historical significance. Most of these structures are located in two distinct districts: the west subarea of the city, bounded by Sonora Avenue and Pine Avenue, and C and I Streets (which includes a small portion of the proposed Enterprise Zone); and the central subarea between Tulare and San Joaquin Avenues.

The city has also adopted a Historic Site and Historic Neighborhood Combining District to preserve historical sites and neighborhoods, to encourage restoration of historic buildings and neighborhoods, and to encourage and regulate compatibility of architectural styles within historic sites and neighborhoods. This designation has been applied to a limited number of properties throughout the city.

2. IMPACTS

a. Impacts on Archaeological Sites

There is a possibility that there are currently unidentified archaeological sites within the Tulare planning area that could be adversely affected by future, urban development. These disturbances could result in significant adverse archaeological impacts.

b. Impacts on Historical Sites or Structures

Future development within the Tulare planning area under the plan update could also affect local historical values by encouraging the demolition or insensitive renovation of historic buildings, or inappropriate construction on historic sites.

3. MITIGATION MEASURES

a. Impacts on Archaeological Sites

If archaeological features are encountered during construction on an individual project within the Tulare planning area, work in the immediate vicinity should be halted and a qualified archaeologist contacted to evaluate the finds and determine appropriate mitigation measures. If a disturbance of a discovered project area archaeological or cultural resource cannot be avoided, a mitigation program that includes measures recommended in Appendix K of the CEQA Guidelines should be implemented.

b. Impacts on Historical Sites or Structures

The city should undertake a comprehensive rezoning effort throughout the incorporated area to apply the city's Historic Site and Historic Neighborhood Combining District zoning designations to appropriate areas. Application of this district prior to the submission of development applications for these areas would serve to prevent demolition or insensitive renovation of historical structures, or the inappropriate use of historical sites.

J. NATURAL RESOURCE FACTORS

1. SETTING

a. Aquatic Features

The Tulare planning area does not contain any significant surface water bodies, with the exception of irrigation ditches and the Elk Bayou. As shown on Figure 14, the Elk Bayou traverses through the southern portion of the zone area just south of the airport. It is a natural water course which is tributary to the Kaweah River. Water in the Elk Bayou is used for irrigation purposes and is controlled by the Consolidated People's Ditch Company, Elk Bayou Ditch Company, and the Kaweah Delta Conservation District. The channel is also used to carry floodwater to Tulare Lake west of the planning area. The land surrounding the Elk Bayou has been developed as a regional park (see Figure 10).

b. Vegetation

(1) Native Plants. The predominant type of native vegetation in the Tulare area is grassland, which at one time covered most of the valley area of Tulare County. This vegetation type in its native form contained a mixture of bluegrass, wild oats, California needle grass, and some foxtail brome, soft cheat, mouse barley, pin clover, and sixweeks fescue.

Most land in the Tulare planning area has been disturbed by agricultural activities, or has been developed as urban land uses. These activities have resulted in replacement of most of the native valley grassland vegetation with introduced landscaping (in the urban areas) and agricultural crops (in the outlying areas).

The California Department of Fish and Game has identified two species of endangered plants within the planning area: the California Jewelflower, and the Tulare Pseudobahia.

(2) Introduced Plants. Common street trees and yard plantings in the city include Modesto ash, valley oak, palms, several species of pine, pepper, flowering plums, and myrtle trees.¹

¹Mark Kielty, Senior Planner, City of Tulare, personal communication.

c. Wildlife

Wildlife in Tulare County includes a wide range of game birds, large and small game animals, raptors, non-game birds, fur-bearing animals, amphibians, and reptiles. Species which are likely to inhabit the valley grassland area or are otherwise likely to be found in or near the project area are listed in Appendix D.

(1) Waterfowl Flyway. A designated waterfowl flyway passes through the planning area in a southerly direction as shown in Figure 14. Waterfowl known to pass through the county include the Canadian, Ross, and Tule geese, the whistling swan, and the wood, canvasback, and redhead ducks.

(2) Endangered Wildlife Species. The California Department of Fish and Game has identified several endangered species of wildlife within the project area. These include the blunt nosed leopard lizard, black shouldered kite, San Joaquin antelope squirrel, San Joaquin pocket mouse, San Joaquin kit fox, and the Morrison blister beetle.

Of these species, the one receiving the most recent attention is the San Joaquin kit fox, which is known to inhabit the sites of two recent developments in Tulare: (1) a proposal to construct a 160,000-square-foot cold storage facility on Continental Avenue in the Tulare Industrial Park; and (2) a housing development at Bardsley Avenue and Irwin Street. The kit fox generally inhabits areas with native shrub-like vegetation or a shrub-grass combination. Their diet includes rodents, lagomorphs (rabbits and hares), and insects. The kit fox lives in burrowed dens which are generally located in groups. Urban land development or cultivation of land for agriculture both eliminate the natural habitat of the kit fox and its prey. The intrusion of human related activities into its habitat (e.g., traffic, etc.) also threatens the kit fox population.

d. Prime Agricultural Land

As described in section IV.H of this EIR, there are three U.S. Department of Agriculture Soil Conservation Service (SCS) Land Capability Classification System basic soil series classifications which occur in the Tulare planning area: The Hesperia-Foster Association, the Temple-Traveler Association, and the Fresno-El Peco Association (see Figure 13 in section IV.H. The SCS identifies each of these three basic soil associations as highly suitable for agricultural use. This SCS capability system divides soils into two general categories; (1) land suited for cultivation and other uses, and (2) land limited in use and generally not suited for cultivation. These two divisions each contains four suitability classes, with each class associated with a particular level of development hazard or limitation. Tulare contains only soils from the top three classes in Division I; i.e., lands which are suited for agriculture.

The majority of the planning area contains Class I soils; i.e., soils considered most suitable for agriculture. These soils are located in the west, central, east, northwest, north, and

northeast sections of the city including much of the existing urbanized area and adjacent potential growth areas. Class I soil has few or no limitations or hazards and may be used for cultivated crops, pasture, range, woodland, or wildlife.

Class II soils are concentrated in the east, south, southwest, and southeast sections of the city's planning area, but also occur in small patches throughout the north, northwest, and northeast sections. This soil category also has few limitations or hazards; however, simple conservation practices are needed when it is cultivated. This soil is suitable for cultivated crops, pasture, range, woodland, or wildlife. Specific areas within the Class II soils classification can also contain such additional characteristics as salinity or alkalinity, and low water holding capacity.

A large concentration of Class III soils are also located in the city's planning area. These soils are confined to the south and southeast sections of the city. Class III soils have more limitations and hazards than Class II, and require more difficult or complex conservation practices when cultivated. Class III soils are suited to cultivated crops, pasture, range, woodland, or wildlife. These soils also contain specific areas with such additional constraints as salinity or alkalinity, and bedrock or hardpan, which can create rootzone limitations.

Primary crops harvested in the county include cotton, alfalfa, grapes, olives, navel and valencia oranges, peaches, plum, walnuts, vegetables, livestock, poultry, citrus, and dairy products. The primary agricultural products in the Tulare area are cotton, walnuts, grapes, and dairy products.

2. IMPACTS

a. Aquatic Features

Urban development within the Tulare planning area under the proposed plan update would generate additional storm drainage runoff, some of which would flow into the Elk Bayou. While the increased quantity of additional runoff is not expected to be a problem (see section IV.E, Drainage and Water Quality), the runoff could include pollutants and nutrients which could degrade water quality in Elk Bayou. These impacts would be reduced by the open space buffer area provided by the regional park surrounding Elk Bayou and would not represent a significant adverse impact.

b. Vegetation

Because most of the native grassland in the undeveloped portion of Tulare has already been disturbed by agricultural activities, no significant impact to common native vegetation would occur as the result of anticipated future urban change. However, project-facilitated development could disturb specimens of the two endangered species found in the area: the

California Jewelflower and the Tulare Pseudobahia. Disturbance to these species would constitute a significant adverse impact.

c. Wildlife

Anticipated future development under the proposed plan update would displace additional habitat areas for species of wildlife commonly found in and around Tulare, including game birds, large and small game animals, raptors, non-game birds, fur-bearing animals, amphibians, and reptiles. However, given the extent of remaining undisturbed range, the loss of wildlife habitat due to project-related development would not significantly affect any of these common species.

The project-related development would not be expected to displace any biologically significant wetland areas and therefore would not impact the existing waterfowl flyway which currently exists over the city.

Development of individual projects in the planning area could adversely impact the several endangered species of wildlife known to inhabit the Tulare vicinity, including the blunt nosed leopard lizard, black shouldered Kite, San Joaquin antelope squirrel, San Joaquin pocket mouse, San Joaquin kit fox, and the Morrison blister beetle. Impacts to these species could include direct displacement of habitat area, displacement of its food sources, or increases in mortality due to increases in automobile volume, domestic pets, and other human-related contact. Such impacts would be considered significant.

d. Prime Agricultural Land

Future urban expansion allowable under the proposed *Land Use Element* update could result in the urbanization of up to 4,300 acres of vacant land within the planning area, most of which is currently used for agriculture. Most of this vacant land is designated by the SCS as "suitable for agriculture." As shown on Figure 14, the greatest portion of the undeveloped planning area contains Class I and Class II soils. These project-related losses would not be expected to constitute a significant adverse impact on countywide agricultural productivity. However, the loss of prime agricultural land associated with buildout of the project would be considered a significant adverse impact which can be slowed down by implementation of various policies (such as the Urban Reserve Line) but cannot be reduced to levels of insignificance.

3. MITIGATION

a. Aquatic Features

No significant impacts identified; no mitigations required.

b. Vegetation

The city should require onsite investigation for all properties proposed for development which contain potential suitable habitat for California Jewelflower or the Tulare Pseudobahia. If either of these species is found on proposed construction sites, a qualified biologist should be retained to identify necessary avoidance or mitigation measures to prevent significant impacts on the plants. Such measures should be reviewed and approved by the state Department of Fish and Game.

c. Wildlife

The city should require onsite investigation for all properties proposed for development which contain evidence of suitable habitat for any of the endangered wildlife species listed above, most notably the San Joaquin kit fox. If any of these species is found on a proposed development site, a qualified wildlife biologist should be retained to identify necessary avoidance or other mitigation measures to prevent significant impacts on the wildlife. Such measures should be reviewed and approved by the state Department of Fish and Game.

d. Prime Agricultural Land

The loss of prime agricultural land would be a significant unavoidable adverse impact of the project.

V. PROJECT RELATIONSHIP TO ADOPTED PLANS AND POLICIES

V. PROJECT RELATIONSHIP WITH ADOPTED PLANS

In addition to the existing adopted Tulare General Plan, land within the Tulare planning area is subject to several other local and regional plans, programs, and ordinances. These include the City of Tulare Zoning Ordinance; the Tulare Redevelopment Agency's Downtown and Alpine Area Redevelopment Plans; the Tulare Improvement Program and Redevelopment Agency Landscape & Street Furnishings Plan and Facade Renovation Program; the Tulare County Hazardous Waste Management Plan, and Airport Master Plan; and the Tulare County Association of Governments' (TCAG) 1988 Regional Transportation Plan and 1989 Regional Transportation Improvement Program; and several plans adopted by the San Joaquin County Air Pollution Control District. The proposed project's relationship to these adopted plans is described below.

A. CITY OF TULARE GENERAL PLAN

Figure 1 in this EIR shows the current general plan land use designations. Figure 2 shows current general plan circulation system designations. The proposed *Land Use* and *Circulation* element updates include substantial revisions to these two maps and associated current general plan policy. These changes are described in the proposed *Land Use* and *Circulation* element updates, and in sections IV.A and IV.C of this EIR. These changes will require associated amendments to the Tulare General Plan, as described in section III.E of this EIR.

B. TULARE ZONING ORDINANCE

Zoning is the primary instrument for implementing the land use aspects of the general plan. The Tulare Zoning Ordinance was most recently amended by the city in 1987 to implement the land use plan and policies of the city's general plan *Land Use Element*. The current ordinance provides a precise and detailed map of land use districts within the city, as well as text describing the purpose of each district (e.g., Agriculture, Rural Residential, One-family Residential, Multi-family Residential, Public Lands, Commercial, Industrial) and the development restrictions which the city has imposed within each of those districts and related subdistricts. The ordinance also provides Special Use and Development Standards, as well as development review procedures which must be followed for development within the various districts (e.g., Design Review). All development within the city is currently subject to the requirements of this ordinance.

The **land use map** included in the proposed *Land Use Element* update incorporates substantial changes from the city's previous general plan land use map. State Government Code Section 65860 requires that zoning designations be consistent with the adopted general plan. The State General Plan Guidelines state further that when a general plan amendment is passed which makes the current zoning provisions inconsistent, those zoning provisions must be changed to reestablish general plan consistency "within a reasonable time." The guidelines identify two years as a "reasonable time" for a zoning update in those areas where the general plan has been substantially revised. Section IV.B.1 on pages 102-104 of the proposed *Land Use Element* update describes these associated zoning ordinance revision needs in more detail.

C. REDEVELOPMENT PLANS

The Downtown and Alpine Redevelopment Plans are detailed land use and public improvement plans prepared by the Tulare Redevelopment Agency for specific areas identified as "blighted" within the city. These plans are meant to facilitate and promote the rehabilitation and development of these blighted areas which have been determined to constitute physical, social, or economic liabilities for the city. The plans also outline the methods by which the Redevelopment Agency will finance the necessary actions set forth in the plan. The Agency may finance the project with tax increment funds, as well as through direct financial assistance from the City of Tulare, Tulare County, the State, and the Federal Government; interest earned on Agency funds; notes; bonds; gifts or other available sources.

The new city-designated Redevelopment Area currently includes the block between San Joaquin and Tulare Avenues, and J and K Streets, plus the western half of the two blocks between Tulare and Inyo Avenues and J and K Streets. The designated Alpine Redevelopment Area includes 259 acres, located generally between K and Blackstone Streets, and Kern and Bardsley Avenues. Under State Community Redevelopment Law, all future redevelopment activities within these areas must be consistent with the provisions of the general plan, including the adopted *Land Use* and *Circulation* element updates.

D. LANDSCAPE, STREET FURNISHING, AND FACADE RENOVATION PROGRAM

The city's Landscape and Street Furnishings Plan and Facade Renovation Program was formulated through a joint effort of the Tulare Redevelopment Agency and the Tulare Improvement Program, Inc. (TIP) in 1988. The plan presents a comprehensive set of plans, standards, guidelines, and supporting information to assist the city in developing and executing landscape, streetscape, and architectural revitalization improvements in the downtown area. The proposed *Land Use* and *Circulation* element updates include provisions which are consistent with and further the objectives of this program.

E. TULARE COUNTY

1. Hazardous Waste Management Plan

A countywide Hazardous Waste Management Plan was adopted in 1989 by Tulare Council of Governments. Although the plan is not binding on development within the City of Tulare, it contains several policies and programs which are in the interest of the city and individual projects. The plan sets forth goals, objectives, implementation measures, and policies relating to Hazardous Waste Management in the county; provides an analysis of current waste generation and facilities needs; projects hazardous waste quantities to the year 2000; describes anticipated treatment facility needs; describes methods of hazardous waste reduction; describes siting criteria for hazardous waste management facilities; and describes programs for hazardous waste management relating to transportation, site and facility monitoring, and emergency response problems and procedures. The plan also recommends storage regulations for above- and underground tanks, the remediation of contaminated sites, alternative land use controls, programs for small quantity generators, programs for addressing household hazardous waste, public education and participation, data collection and management needs, alternative funding sources and mechanisms, and sets forth monitoring and implementation plans.

The plan also identifies areas within the City of Tulare planning area which are potentially suitable for hazardous waste residual repositories; i.e., storage facilities which accept solid materials resulting from the treatment of hazardous wastes to standards by the Department of Health Services or hazardous organic waste which is stabilized, solidified or encapsulated.

2. Airport Master Plan

The *Airport Master Plan* is an element of the county general plan, adopted in 1970, which provides an inventory of county airport facilities that existed at the time of its adoption, presents a plan for the location of additional airport facilities in the county, and makes implementation recommendations to complete the plan. Mefford Field is located within the Tulare planning area, however, the county *Airport Master Plan* is not binding on the airport and does not provide a specific up-to-date policy or program relevant to the airport. The plan should be updated to reflect current needs, including those described in the proposed *Circulation Element* update.

r 3. Rural Valley Lands Plan

r The Tulare County Rural Valley Lands Plan was initiated to protect and maintain the
r agricultural viability of rural valley areas outside of adopted Urban Development Boundaries.
r Because all of the area proposed for urban development in the Tulare Planning Area is
r within the Urban Area designation shown on the Rural Valley Lands Plan Policy Area, the
r provisions of the RVLP do not apply to the land within the Tulare Planning Area.

capacity, and road system improvement needs; and describes necessary programs and improvement projects for state highways, county roads, city streets, public transit, social services transportation, aviation, bicycles, railroads, goods movement, and transportation management. The 1988 Regional Transportation Plan has a companion document called the 1989 Regional Transportation Improvement Program. This program is an annual element of the regional transportation plan which programs the expenditures of various state and federal funds over the next five years. The traffic projections and improvement recommendations developed by TPG for the proposed *Circulation Element* update, and the associated impact findings and mitigatory recommendations in this EIR, are based on and consistent with the 1989 TCAG program.

G. THE SAN JOAQUIN VALLEY UNIFIED AIR POLLUTION CONTROL DISTRICT ADOPTED PLANS

San Joaquin Valley Air Pollution Control District (SJVUAPC) policies set forth in the district's 1991 Air Quality Attainment Plan sets forth provisions to meet applicable ozone standards. The district has also prepared and adopted plans in response to the 1990 amendments to the Clean Air Act, including the PM-10 Attainment Plan, 1991, and the Federal 1992 Air Quality Attainment Plan for Carbon Monoxide.

F. 1990 REGIONAL TRANSPORTATION PLAN

The 1990 Regional Transportation Plan was prepared by the Tulare County Council of Governments Transportation Planning Agency as a comprehensive regional transportation policy document. The plan outlines regional transportation objectives and sets forth specific transportation system policy; analyzes anticipated traffic levels, existing road system

VI. ALTERNATIVES TO THE PROPOSED PROJECT

VI. ALTERNATIVES TO THE PROPOSED PROJECT

The general plan update provisions and associated growth projections described in Chapter III of this EIR are considered to be the principal project proposal, and thus have been subjected to detailed analysis in this EIR. To provide a further understanding of the environmental effects of the project and possible approaches to reducing identified significant impacts, and to meet CEQA requirements for EIR content, three alternatives to the proposed action are described and briefly evaluated in this chapter. The three alternatives are:

- *No Project:* Growth under current general plan controls.
- *Compact Growth:* A more constricted *Urban Reserve Line*.
- *Unconstrained Growth:* No *Urban Reserve Line*.

A. NO PROJECT ALTERNATIVE

1. Principal Characteristics

This alternative would involve the maintaining of the 1979 City of Tulare *Land Use Element land use map* (with amendments). This land use map is available for review at the Tulare Planning Department and appears as Figure 5 in the Tulare General Plan Update Preliminary Planning Report, prepared in 1990. This map has recently been substantially amended by the annexation of the Lagomarsino property into the northeast planning area of the city and the preparation of an associated specific plan, and by other smaller annexations and general plan amendments.

The primary differences between this current plan and the updated *land use map* considered in this EIR are the less articulated land use designation system on the current map (i.e., the lack of an urban reserve line, the existence of only one type of commercial district, the lack of a specific office designation, etc.) and in a number of basic differences in mapped land use pattern designations. These differences are described below.

The distinguishing components of the "no project" land use pattern as compared to the proposed General Plan Update *land use map* are (1) a smaller overall amount of designated residential area around the edges of the city's existing urban area and a related greater amount of designated agricultural land, and (2) a concentration of strip commercial designation along Mooney Boulevard as opposed to a concept of concentrated commercial development at major intersections along Mooney and along Highway 99.

2. Mitigating Effects

(a) Land Use. The reduced availability of land designated for urban use could encourage more compact, efficient use of existing vacant or under-utilized land through infill development. This type of growth pattern could serve to preserve agricultural activity in some areas around the city.

(b) Population, Housing, and Employment. This alternative would likely result in a reduced growth rate due to the more limited amount of available developable land. This reduced growth rate would in turn reduce environmental impacts.

(c) Circulation. The reduced growth rate associated with this alternative would generate less traffic throughout the city.

(d) Municipal Services. This alternative would also reduce demands on municipal services due to the reduced growth rate.

(e) Drainage and Water Quality. This alternative would have fewer impacts on local drainage collection system capacity and surface water quality due to reduced levels of growth in the city.

(f) Noise. This alternative would have reduced noise impacts due to the reduced levels of traffic growth in the city.

(g) Air Quality. This alternative would have fewer long term regional and short term construction period related air quality impacts, due to reduced growth.

(h) Geotechnical Factors. This alternative would have fewer subsidence related impacts due to the reduced numbers of housing units and other development which would be constructed in the city.

(i) Cultural Resource Factors. This alternative would have fewer potential impacts on cultural resources due to the reduced levels of conversion of rural land to urban uses.

(j) Natural Resource Factors. This alternative would have fewer impacts on existing vegetation and wildlife resources due to the reduced levels of conversion of open space to urban use (i.e., potential sensitive plant and wildlife habitat).

3. Adverse Effects

(a) Land Use. This alternative could also result in construction of new urban uses in locations more likely to have land use compatibility problems with adjacent and nearby existing land uses. This alternative would be less likely to attract more diverse commercial

uses to the city due to the relative weakness of a commercial concentration along Mooney Boulevard as compared to arterial intersection concentrations along Mooney and along Highway 99.

(b) Population, Housing, and Employment. This alternative would generate fewer housing units and employment opportunities due to a reduced rate of growth.

(c) Circulation. This alternative would exacerbate projected traffic impacts along Mooney Boulevard due to the proposed substantial increase in commercial uses on this corridor and projected increases in use of this roadway as a regional transportation route. Lack of a comprehensive roadway system improvement plan as set forth in the proposed *Circulation Element* update would result in increased traffic congestion and safety concerns throughout the city.

(d) Municipal Services. This alternative would have a weaker policy framework in which to evaluate the impacts of future development on municipal services.

(e) Drainage and Water Quality. None identified.

(f) Noise. The reduced inventory of available developable land associated with this alternative could force some noise-sensitive land uses into adverse noise environments.

(g) Air Quality. Increased congestion on Mooney Boulevard and in other locations throughout the city would result in increased air quality impacts.

(h) Geotechnical Factors. No adverse effects have been identified.

(i) Cultural Resource Factors. This alternative would not have as strong a policy framework as a basis to evaluate future impacts on cultural resources.

(j) Natural Resource Factors. This alternative would not have as strong a policy framework as a basis to evaluate future impacts on natural resource values.

B. COMPACT GROWTH ALTERNATIVE

1. Principal Characteristics

This alternative would be similar to the proposed *Land Use Element* update and companion **land use map** except that the Urban Reserve Line would be drawn closer to the existing extent of urban development, thereby creating a more compact urban area. This alternative originates from discussions in public work sessions during the general plan update process in which alternative residential growth areas were considered. A key difference of this alternative from the land use pattern evaluated in this EIR would be the location of the

Urban Reserve Line through portions of the Lagomarsino Specific Plan area, excluding the northern half of that 622-acre property from the area eligible for urban development until after 2005.

This alternative would in general allow for a similar land use pattern to develop within the city, but would encourage more balanced growth in all portions of the community rather than concentrating the bulk of future residential development in the northeast area.

2. Mitigating Effects

(a) Land Use. This alternative would encourage a more efficient use of land and balanced growth in all planning sub-areas of the city. This alternative would also allow the prolonged agricultural use of the northern portion of the Lagomarsino Specific Plan area.

(b) Population, Housing, and Employment. No mitigating effects have been identified.

(c) Circulation. This alternative would reduce the need for new roadways in outlying areas and would concentrate new development closer to existing urban development, reducing the amount of total vehicle miles traveled by Tulare residents. This alternative would also generate more housing closer to existing transit routes.

(d) Municipal Services. This alternative would increase the efficiency of providing public infrastructure for water, sewer, and storm drainage, and for providing public services such as police, fire, and emergency medical services due to a more compact growth pattern.

(e) Drainage and Water Quality. This alternative would increase efficiencies in providing a city-wide drainage system.

(f) Noise. No mitigating effects have been identified.

(g) Air Quality. The reduction in vehicle miles traveled associated with more compact growth and the proximity of development to transit routes would reduce air quality impacts.

(h) Geotechnical Factors. No mitigating effects have been identified.

(i) Cultural Resource Factors. This alternative would reduce the amount of rural area converted to urban development and therefore would have less impact on cultural resources likely to be found in the rural areas of the city.

(j) Natural Resource Factors. This alternative would reduce the amount of rural area converted to urban development and therefore would have less impacts on the local resources, such as endangered plant and wildlife species and their habitats.

3. Adverse Effects

- (a) Land Use. No additional adverse effects have been identified.
- (b) Population, Housing, and Employment. No additional adverse effects have been identified.
- (c) Circulation. No additional adverse effects have been identified.
- (d) Municipal Services. This alternative may require a greater number of infrastructure projects to serve new development due to their broader distribution to all quadrants of the city.
- (e) Drainage and Water Quality. No additional adverse effects have been identified.
- (f) Noise. No additional adverse effects have been identified.
- (g) Air Quality. No additional adverse effects have been identified.
- (h) Geotechnical Factors. No additional adverse effects have been identified.
- (i) Cultural Resource Factors. No additional adverse effects have been identified.
- (j) Natural Resource Factors. No additional adverse effects have been identified.

C. UNCONSTRAINED GROWTH ALTERNATIVE

1. Principal Characteristics

This alternative would be the same as the proposed *Land Use Element* update and **land use map** herein, but with no Urban Reserve Line. Annexation and development would be considered individually anywhere within the planning area.

2. Mitigating Effects

- (a) Land Use. This alternative would make more land available for possible future development. With more choices for land development, land use compatibility issues could be more easily avoided.
- (b) Population, Housing, and Employment. This alternative could increase growth rates in Tulare population, housing and job development if land owners in outlying areas chose to develop their property.

(c) Circulation. This alternative would tend to disperse development over a wider area, thereby reducing traffic congestion. On the other hand, this alternative would result in more vehicles miles travelled per day.

(d) Municipal Services. No mitigating effects have been identified.

(e) Drainage and Water Quality. No mitigating effects have been identified.

(f) Noise. No mitigating effects have been identified.

(g) Air Quality. The reduction in traffic congestion associated with this alternative would reduce the air quality impacts of congestion.

(h) Geotechnical Factors. No mitigating effects have been identified.

(i) Cultural Resource Factors. No mitigating effects have been identified.

(j) Natural Resource Factors. No mitigating effects have been identified.

3. Adverse Effects

(a) Land Use. This alternative could lead to "leapfrog" development which in turn could result in additional compatibility problems between urban and rural land uses. This alternative would also be less likely to encourage infill development; i.e., would not encourage the most efficient use of land within the city.

(b) Population, Housing, and Employment. No mitigating effects have been identified.

(c) Circulation. This alternative could result in the development of urban uses away from major transportation and transit routes, reducing the efficiency of the circulation system. Development in outlying areas interconnected with substandard roadway systems could also create traffic safety hazards.

(d) Municipal Services. This alternative would result in a less dense, more sprawling land use pattern which would reduce the efficiency and increase the costs of providing public infrastructure and services such as water, sewer, schools, parks, police, fire, and emergency medical services.

(e) Drainage and Water Quality. This alternative could also result in an inefficient stormwater collection system.

(f) Noise. No mitigating effects have been identified.

(g) Air Quality. The increased distance to development on the outskirts of the city would increase vehicle miles traveled and would have associated adverse impacts on air quality. The unavailability of public transit would also adversely affect air quality.

(h) Geotechnical Factors. No mitigating effects have been identified.

(i) Cultural Resource Factors. No mitigating effects have been identified.

(j) Natural Resource Factors. No mitigating effects have been identified.

D. CONCLUSIONS

In response to CEQA guideline provisions calling for identification of the environmentally superior alternative, the comparative environmental impact ratings of the various project alternatives evaluated in this chapter are listed below.

***Highest Environmental Ranking
(most environmentally desirable)***

Compact Growth Alternative

Proposed Project

No project

***Lowest Environmental Ranking
(least environmentally desirable)***

Unconstrained Growth

VII. CEQA-REQUIRED ASSESSMENT CONCLUSIONS

VII. CEQA-REQUIRED ASSESSMENT CONSIDERATIONS

A. GROWTH-INDUCING EFFECTS

Section 21100(g) of CEQA requires that an EIR include information regarding the growth-inducing impact of the proposed project. Section 15126(g) of the CEQA Guidelines state that the discussion should include the "...ways in which the proposed project could foster economic or population growth, or the construction of additional housing either directly or indirectly, in the surrounding environment."

The project would facilitate development of approximately 1,450 acres of additional residential development, approximately 150 acres of additional neighborhood and commercial shopping center development, 60 to 100 acres of regional shopping development, and approximately 600 acres of additional industrial development within the city's planning area. This development would result in up to approximately 5,915 additional jobs citywide. This employment increase would also be expected to stimulate additional business- and industry-serving commercial activity in the area.

The project may also increase Tulare's attractiveness to new and expanding businesses seeking good local housing opportunities and a strong resident employment base.

Project-facilitated commercial and industrial employment growth can also be expected to stimulate an increased rate of residential "buildout" throughout the Tulare planning area. Anticipated population and housing growth between 1990 and 2005 could amount to up to 24,400 to 37,600 additional people, and 11,160 to 16,640 additional dwelling units.

The development encouraged by the General Plan update would also create a short-term demand for personnel during project construction. Such employment may have a significant short-term beneficial effect on the local economy by increasing construction employment.

B. UNAVOIDABLE ADVERSE EFFECTS

Section 21100(b) of CEQA requires that the EIR discuss "any significant environmental effects which cannot be avoided if the project is implemented." Unavoidable adverse impacts are those that could not be reduced to less than significant levels by the mitigation measures recommended in this report. Such impacts include the following:

Circulation

Segments of Mooney Boulevard, Prosperity Avenue, Tulare Avenue, and Bardsley Avenue would have LOS's of "D" or worse after recommended mitigation measures were implemented.

Air Quality

Project related increases in industrial activity and citywide traffic volumes would increase air emission from both stationary and mobile sources. While proposed mitigation measures would reduce these impacts, they would remain significant when considered as a contribution to cumulative impacts throughout the San Joaquin Valley Air Basin, and given the non-attainment status of ozone and particulate levels within the basin.

Natural Resources

Project-facilitated industrial, commercial, and residential development would displace substantial areas of land currently used or highly suitable for agriculture.

C. IRREVERSIBLE ENVIRONMENTAL CHANGES

Section 21100(f) of CEQA requires that an EIR identify any significant irreversible changes that would result from implementation of the project. Due to the scale of the proposed project and the commitment of resources involved in its development, future removal of the project-related development would be highly unlikely. In practical terms, conversion of open space areas to urban uses, especially the conversion of agricultural land to industrial, commercial, and residential uses, would be considered irreversible.

D. SHORT-TERM VERSUS LONG-TERM ENVIRONMENTAL PRODUCTIVITY

Section 21100 of CEQA requires EIRs to include an analysis of "the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity."

Project-facilitated development would replace existing vacant agricultural land with urban development. This land use transition would limit the potential use of that land for future natural and other beneficial uses (such as affordable housing), reduce the amount of open space in Tulare, reduce the amount of agricultural production in the immediate area and the region, and would reduce the amount of pervious surface available to recharge groundwater supply.

E. CUMULATIVE IMPACTS

Section 15130 of the CEQA Guidelines requires that the EIR discuss significant cumulative impacts. Because the project is a program proposal, all of its impacts would result from the cumulative effect of multiple individual developments throughout the planning area of the city. The project has the potential to contribute to additional cumulative impacts outside of the immediate planning area related to land use (loss of open space and agricultural land), traffic (increased traffic volume on subregional and regional roadways including Mooney Boulevard, Highway 137, Hillman Street, and Highway 99), and air quality (due primarily to increased regional traffic volumes).

F. EFFECTS FOUND NOT TO BE SIGNIFICANT

Section 21100 of CEQA requires that an EIR contain a brief statement explaining why possible significant effects were determined not to be significant and are not discussed in detail in the EIR. The following effects are not discussed in this EIR because they were determined not to be significant:

Risk of Upset: The project would not directly create a significant risk of an explosion or a significant release of hazardous substances in the event of an accident or upset conditions. Nor would the project interfere with an emergency response plan or an emergency evacuation plan.

Human Health: Beyond the noise impacts described in this EIR, the project would neither directly create a significant unusual health hazard nor expose people to potential health hazards.

Energy Impacts: The project would not result in an increase in demand upon existing sources of energy compared to other urban development, or require the development of new sources of energy.

Aesthetics: The implementation of the project would not result in the obstruction of any scenic vista or view open to the public, nor would the project result in the creation of an aesthetically offensive site open to public view.

VIII. MITIGATION MONITORING

VIII. MITIGATION MONITORING

A mitigation monitoring program will be formulated by the city's planning department for use by the city to ensure that those mitigation measures from this EIR which are required as conditions of approval of the proposed *Land Use* and *Circulation* element updates, and subsequent individual project proposals are implemented. Most of the environmental mitigation measures which have been recommended in this EIR will be subject to effective mitigation and monitoring through incorporation into the final *Land Use* and *Circulation* element updates as adopted general plan policy. Others will be implemented and monitored through the city's normal development approval, building permit, and associated plan check and field inspection procedures. However, to satisfy state AB 3180, a documented record of implementation will be necessary.

A Mitigation Monitoring Checklist form is suggested by Table 23 on the following page, for use by the city to establish the following "who, what, when, where, and how" aspects for each mitigation measure which may ultimately be required as a condition of individual project approval:

1. Mitigation Measures (Performance Criteria)

This column would include each mitigation measure as it is described in the EIR Summary table (EIR section II).

2. Implementation Responsibility and Timing

This column would describe the party responsible for carrying out each mitigation measure (e.g., the city department, other public agency, etc.). This column would also describe any specific implementation timing requirements.

3. Monitoring Responsibility, Type, and Timing

This column specifies which party is responsible for performing the monitoring of each mitigation. This responsibility could be with a city department, another public agency, or some other entity.

In addition, this column would specify what type of monitoring program would be required. This column would also specify any monitoring timing requirements similar to those options

listed above for implementation. Some monitoring programs could involve one-time procedures while others could be required to continue for up to several years after plan update adoption.

Table 23

MITIGATION MONITORING CHECKLIST--TULARE GENERAL PLAN UPDATE

The following environmental mitigation measures were incorporated into the Conditions of Approval for the Tulare General Plan Update in order to mitigate identified environmental impacts to a level of insignificance. A completed and signed checklist for each mitigation measure will indicate that the mitigation requirement has been complied with and implemented, and that the city's monitoring requirements have been fulfilled with respect to Assembly Bill 3180 (Public Resources Code Section 21081.6). (See previous pages of this EIR for an explanation of the various checklist headings.)

MITIGATION MEASURE (PERFORMANCE CRITERIA)	IMPLEMENTATION RESPONSIBILITY AND TIMING	MONITORING RESPONSIBILITY, TYPE, AND TIMING IMPLICATIONS
1		
2		
3		
4		
5		
6		
7		
8		
9		

IX. ORGANIZATIONS AND PERSONS CONTACTED

IX. ORGANIZATIONS AND PERSONS CONTACTED

CITY OF TULARE

W. Lynne Dredge, City Manager
Joe Donabed, Assistant City Manager
Kirk Lindsey, Director, Planning and Building Department
Mark Kielty, Senior Planner, Planning and Building Department
John Tindel, City Engineer
Jim Brown, Assistant City Engineer, Public Works Department
Bill Wagenhalls, Director, Parks and Community Services Department
Kevin Baker, Recreation and Community Services Manager
Bert Hobson, Assistant Fire Chief/Fire Marshall, Fire Department
Rick Hutchinson, Fire Apparatus Engineer, Fire Department
Steve Harrel, Administrative Sergeant, Police Department
Teresa Garcia, Secretary to the Police Chief, Police Department
Milt Preszler, Waste Water Treatment Plant Superintendent, Public Works Department

OTHER

Joe O'Bannon, Environmental Planner, San Joaquin Valley Unified Air Pollution Control District
Al Reyes, Air Quality Planner, Tulare County Air Pollution Control District
Ned Kehrli, Superintendent, Tulare Joint Union High School
William Pendleton, Assistant Superintendent, Tulare Joint Union High School
Bill Postewaite, Superintendent, Tulare City School District
Karen Morrelli, St. Aloysius Parochial School
Kay Onorio, Tulare Christian School
Harold Tucker, Senior Fire Inspector, California Department of Forestry and Fire Protection
Jim Gilbank, Associate Administrator, Tulare District Hospital
r Andrew Remus, Local Agency Formation Commission

X. APPENDICES

APPENDIX A:
INITIAL STUDY AND NOTICE OF PREPARATION

NOTICE OF PREPARATION

TO: State Clearinghouse
Tulare Board of Realtors
Chamber of Commerce
Tulare County Public Works
City of Visalia Planning Department
City of Porterville Planning Division
City of Lindsay Planning Division
City of Exeter, City Manager
City of Farmersville, City Manager
City of Woodlake, City Manager
City of Kingsburg, City Administrator
City of Selma, Planning Director
City of Hanford, Planning Director
City of Lemoore, Planning Director
City of Fowler, City Administrator
Kings County Planning Department
Fresno County Public Works & Development Services
Kern County Planning Department
B. Postlewaite, Tulare Elementary School District
Tulare Joint Union School District
Tulare Industrial Foundation
Tulare Historical Society
Tulare Improvement Program, John Stevens
Tulare County Planning & Development
Tulare Irrigation District
Tulare County Association of Governments

FROM: City of Tulare
Planning and Building Dept.
411 East Kern Avenue
Tulare, CA 93274

JUN 26 1989

SUBJECT: Notice of Preparation of a Draft Environmental Impact Report

City of Tulare will be the Lead Agency and will prepare an environmental impact report for the project identified below. We need to know the views of your agency as to the scope and content of the environmental information which is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency will need to use the EIR prepared by our agency when considering your permit or other approval for the project.

The project description, location, and the probable environmental effects are contained in the attached materials. A copy of the Initial Study X is, is not, attached. A current General Plan Map is also attached.

Due to the time limits mandated by State law, your response must be sent at the earliest possible date but not later than 45 days after receipt of this notice.

Please send your response to KIRK E. LINDSEY at the address shown above. We will need the name for a contact person in your agency.

Project Title: General Plan Amendment 88-02 (Land Use and Circulation Elements).

DATE 6-21-89

Signature

Title

Telephone (209) 688-2001, Extension 275

Reference: California Administrative Code, Title 14, Sections 15082(a), 15103, 15375.

NOTICE OF COMPLETION AND ENVIRONMENTAL DOCUMENT TRANSMITTAL FORM

SCH # _____

1. Project Title: General Plan Amendment 88-02
 2. Lead Agency: City of Tulare 3. Contact Person: Mark S. Kielty
 3a. Street Address: 411 East Kern Avenue 3b. City: Tulare
 3c. County: Tulare 3d. Zip: 93274 3e. Phone: (209) 688-2001

PROJECT LOCATION 4. County: Tulare 4a. City/Community: Tulare

4b. Assessor's Parcel No. _____ 4c. Section _____ Twp. _____ Range _____

5a. Cross Streets: _____ 5b. For Rural, Nearest Community: _____

6. Within 2 miles: a. State Hwy # 99; 137; 55 b. Air-ports - c. Rail-ways SPRR d. Water-ways -

7. DOCUMENT TYPE 8. LOCAL ACTION TYPE 9. DEVELOPMENT TYPE

01. X CDA 06. - NDE 02. X General Plan Update 01. - Residential: Units - Acres02. - Early Cons 07. - NDC 03. - New Element 02. - Office: Sq. Ft. -03. - Neg Dec 08. - NOD 04. - General Plan Amendment Acres - Employees04. - Draft EIR 05. - Annexation 03. - Shopping/Commercial: Sq. Ft. -05. - Supplement/ Subsequent EIR 06. - Specific Plan Acres - Employees(Prior SCH No.: _____) 07. - Community Plan Acres - Employees08. - Redevelopment 05. - Water Facilities: MGD -09. - Rezone 06. - Transportation: Type -10. - Land Division 07. - Mining: Mineral -(Subdivision, Parcel Map, Tract Map, etc.) 08. - Power: Type - Watts11. - Use Permit 09. - Waste Treatment: Type -12. - Waste Mgmt Plan 10. - OCS Related -13. - Cancel Ag Preserve 11. - Other: Land Use and Circulation Elements14. - Other -15. - Other -

10. TOTAL ACRES: _____ 11. TOTAL JOBS CREATED: _____

12. PROJECT ISSUES DISCUSSED IN DOCUMENT 15. - Septic Systems 23. - Water Quality01. - Aesthetic/Visual 08. X Flooding/Drainage 16. X Sewer Capacity 24. X Water Supply02. X Agricultural Land 09. X Geologic/Seismic 17. - Social 25. - Wetland/Riparian03. X Air Quality 10. - Jobs/Housing Balance 18. - Soil Erosion 26. - Wildlife04. - Archaeological/Historical 11. - Minerals 19. - Solid Waste 27. X Growth Inducing05. - Coastal Zone 12. X Noise 20. - Toxic/Hazardous 28. - Incompatible Landuse06. X Economic 13. X Public Services 21. X Traffic/Circulation 29. X Cumulative Effects07. - Fire Hazard 14. - Schools 22. - Vegetation 30. - Other

13. FUNDING (approx) Federal \$ _____ State \$ _____ Total \$ _____

14. PRESENT LAND USE AND ZONING: _____

15. PROJECT DESCRIPTION: _____

Project is a comprehensive update of the Land Use and Circulation Elements of the City General Plan.

16. SIGNATURE OF LEAD AGENCY REPRESENTATIVE: _____ DATE: 6/21/89

NOTE: Clearinghouse will assign identification numbers for all new projects. If a SCH number already exists for a project (e.g. from a Notice of Preparation or previous draft document) please fill it in.

REVIEWING AGENCIES

<input checked="" type="checkbox"/> Resources Agency	<input checked="" type="checkbox"/> Caltrans District No. 6
<input type="checkbox"/> Boating/Waterways	<input type="checkbox"/> Dept. of Transportation Planning
<input checked="" type="checkbox"/> Conservation	<input type="checkbox"/> Aeronautics
<input checked="" type="checkbox"/> Fish and Game	<input checked="" type="checkbox"/> California Highway Patrol
<input type="checkbox"/> Forestry	<input checked="" type="checkbox"/> Housing & Community Dev't.
<input type="checkbox"/> Colorado River Board	<input checked="" type="checkbox"/> Statewide Health Planning
<input type="checkbox"/> Dept. Water Resources	<input checked="" type="checkbox"/> Health
<input type="checkbox"/> Reclamation	<input type="checkbox"/> Food & Agriculture
<input checked="" type="checkbox"/> Parks and Recreation	<input checked="" type="checkbox"/> Public Utilities Commission
<input checked="" type="checkbox"/> Office of Historic Preservation	<input type="checkbox"/> Public Works
<input type="checkbox"/> Native American Heritage Commission	<input type="checkbox"/> Corrections
<input type="checkbox"/> S.F. Bay Cons. & Dev't. Commission	<input type="checkbox"/> General Services
<input type="checkbox"/> Coastal Commission	<input type="checkbox"/> OLA
<input type="checkbox"/> Energy Commission	<input type="checkbox"/> Santa Monica Mountains
<input type="checkbox"/> State Lands Commission	<input type="checkbox"/> TRPA
<input checked="" type="checkbox"/> Air Resources Board	<input type="checkbox"/> OPR - OLGA
<input type="checkbox"/> Solid Waste Management Board	<input type="checkbox"/> OPR - Coastal
<input type="checkbox"/> SWRCB: Sacramento	<input type="checkbox"/> Bureau of Land Management
<input checked="" type="checkbox"/> RWQCB: Region # <u>Fresno</u>	<input type="checkbox"/> Forest Service
<input type="checkbox"/> Water Rights	<input type="checkbox"/> Other: _____
<input type="checkbox"/> Water Quality	<input type="checkbox"/> Other: _____

FOR SCH USE ONLY

Date Received at SCH _____	Catalog Number _____
Date Review Starts _____	Applicant _____
Date to Agencies _____	Consultant _____
Date to SCH _____	Contact _____ Phone _____
Clearance Date _____	Address _____
Notes: _____	

FILING FEE \$50.00

FOR OFFICE USE ONLY

EIR _____	PARCEL MAP _____
Z.A. _____	SUB. MAP _____
CUP _____	Receipt # _____
VARIANCE _____	Date _____
General Plan Amendment 89-02	

CITY OF TULARE

ENVIRONMENTAL INFORMATION FORM
(To be completed by applicant)

GENERAL INFORMATION

1. Name and address of developer or project sponsor: CITY OF TULARE

2. Address of project: 411 EAST KERN AVENUE, TULARE, CA 93274
Assessor's Parcel, Block and Lot numbers _____
3. Name, address and telephone number of person to be contacted concerning this project: KIRK E. LINDSEY (209) 688-2001, 411 East Kern Avenue, Tulare
4. Indicate number of the permit applications for this project to which this form pertains: N/A

5. List and describe any other related permits and other public approvals required for this project, including those required by City, regional, state or federal agencies: N/A

6. Existing zoning district: _____
7. Proposed use of site (Project for which this form is filed): _____
Comprehensive update of the Land Use and Circulation Elements.

PROJECT DESCRIPTION

8. Site size (acreage): 14 ± square miles
9. Square footage: N/A
10. Number of floors of construction: N/A
11. Amount of off-street parking provided: N/A
12. Attach plans: Existing Land Use Element Map is attached.
13. Proposed scheduling: 18 month process
14. Associated Projects: N/A
15. Anticipated incremental development: N/A
16. If residential, include the number of units, schedule of unit sizes, range of sale prices or rents, and type of household size expected:

17. If commercial, indicate the type, whether neighborhood, city or regionally oriented, square footage of sales area, and loading facilities:
18. If industrial, indicate type, estimated employment per shift, and loading facilities:
19. If institutional, indicate the major function, estimated employment per shift, estimated occupancy, loading facilities, and community benefits to be derived from the project:
20. If the project involves a variance, conditional use or a zoning amendment application, state this and indicate clearly why the application is required:

ARE THE FOLLOWING ITEMS APPLICABLE TO THE PROJECT OR ITS EFFECTS? DISCUSS BELOW, ALL ITEMS CHECKED "YES" (ATTACH ADDITIONAL SHEETS AS NECESSARY)

- | YES | NO | |
|---------------|---------------|---|
| <u> </u> | <u> X </u> | 21. Change in existing features of any bays, tidelands, beaches, lakes or hills, or substantial alteration of ground contours |
| <u> </u> | <u> X </u> | 22. Change in scenic views or vistas from existing residential areas or public lands or roads. |
| <u> X </u> | <u> </u> | 23. Change in pattern, scale or character of general area of project. |
| <u> X </u> | <u> </u> | 24. Significant amounts of solid waste or litter. |
| <u> X </u> | <u> </u> | 25. Change in dust, ash, smoke, fumes or odors in vicinity. |
| <u> </u> | <u> X </u> | 26. Change in ocean, bay, lake, stream or ground water quality or quantity, or alteration of existing drainage patterns. |
| <u> X </u> | <u> </u> | 27. Substantial change in existing noise or vibration levels in the vicinity. |
| <u> </u> | <u> X </u> | 28. Is the site on filled land or on a slope of 10% or more? |
| <u> </u> | <u> X </u> | 29. Use of disposal of potentially hazardous materials, such as toxic substances, flammables or explosives. |
| <u> X </u> | <u> </u> | 30. Substantial change in demand for municipal services (police, fire, water, sewage, etc.) |
| <u> X </u> | <u> </u> | 31. Substantially increase fossil fuel consumption (electricity, natural gas, oil, etc.). |
| <u> X </u> | <u> </u> | 32. Relationship to a larger project or series of projects. |

ENVIRONMENTAL SETTING

33. Describe the project site as it exists before the project, including information on topography, soil stability, plants and animals, and any cultural, historical or scenic aspects. Describe any existing structures on the site, and the use of the structures. Attach photographs of the site. Snapshots or polaroid photos will be accepted.

Existing Land Use Map is attached.

34. Describe the surrounding properties, including information on plants and animals and any cultural, historical or scenic aspects. Indicate the type of land use (residential, commercial, etc.), intensity of land use (one-family, apartment houses, shops, department stores, etc.), and scale of development (height, frontage, setback, rear yard, etc.). Attach photographs of the vicinity. Snapshots or polaroid photos will be accepted.

City of Tulare is located along State Route 99 in central Tulare County. Population is approximately 29,000.

CERTIFICATION:

I, Kirk E. Lindsey, hereby certify that the statements furnished above and in the attached exhibits present the data and information required for this initial evaluation to the best of my ability, and that the facts, statements, and information presented are true and correct to the best of my knowledge and belief.

DATE June 19, 1989

NAME

(Signature)

CITY OF TULARE

FOR

For Office Use Only

EIR	_____	PAR. MAP	_____
ZAA	_____	SUBD.	_____
CUP	_____	Receipt	_____
VAR	_____	Date	_____

CITY OF TULARE

ENVIRONMENTAL INITIAL STUDY FORM
(To be completed by Lead Agency)

I. BACKGROUND

1. Name of Proponent CITY OF TULARE
2. Address and Phone Number of Proponent:
411 EAST KERN AVENUE
TULARE, CA 93274
3. Date of Checklist Submitted _____
4. Agency Requiring Checklist City of Tulare
5. Name of Proposal, if applicable General Plan Amendment 89-02
(Land Use and Circulation Elements)

II. ENVIRONMENTAL IMPACTS

(Explanations of all "yes" and "maybe" answers are required on attached sheets.)

- | | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|---|------------|--------------|-----------|
| 1. <u>Earth</u> . Will the proposal result in: | | | |
| a. Unstable earth conditions or in changes in geologic substructures? | _____ | _____ | <u>X</u> |
| b. Disruptions, displacements, compaction or overcovering of the soil? | <u>X</u> | _____ | _____ |
| c. Change in topography or ground surface relief features? | <u>X</u> | _____ | _____ |
| d. The destruction, covering or modification of any unique geologic or physical features? | _____ | _____ | <u>X</u> |
| e. Any increase in wind or water erosion of soils, either on or off the site? | _____ | _____ | <u>X</u> |
| f. Changes in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake? | _____ | _____ | <u>X</u> |
| g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards? | _____ | _____ | <u>X</u> |

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
2. <u>Air.</u> Will the proposal result in:			
a. Substantial air emissions or deterioration of ambient air quality?	_____	<u> X </u>	_____
b. The creation of objectionable odors?	_____	<u> X </u>	_____
c. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally?	_____	<u> X </u>	_____
3. <u>Water.</u> Will the proposal result in:			
a. Changes in currents, or the course of direction of water movements, in either marine or fresh waters?	_____	<u> X </u>	_____
b. Changes in absorption rates, drainage patterns, or the rate and amount of surface water runoff?	<u> X </u>	_____	_____
c. Alterations to the course or flow of flood waters?	_____	_____	_____
d. Change in the amount of surface water in any water body?	_____	_____	<u> X </u>
e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen or turbidity?	_____	<u> X </u>	_____
f. Alteration of the direction or rate of flow of ground waters?	_____	<u> X </u>	_____
g. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?	_____	<u> X </u>	_____
h. Substantial reduction in the amount of water otherwise available for public water supplies?	_____	<u> X </u>	_____
i. Exposure of people or property to water related hazards such as flooding or tidal waves?	_____	_____	<u> X </u>
4. <u>Plant Life.</u> Will the proposal result in:			
a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, microflora and aquatic plants)?	_____	<u> X </u>	_____

	YES	MAYBE	NO
b. Reduction of the numbers of any unique, rare or endangered species of plants?	_____	<u> X </u>	_____
c. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species?	_____	<u> X </u>	_____
d. Reduction in acreage of any agricultural crop?	_____	<u> X </u>	_____
5. <u>Animal Life.</u> Will the proposal result in:			
a. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms, insects or microfauna)?	_____	<u> X </u>	_____
b. Reduction of the numbers of any unique, rare or endangered species of animals?	_____	<u> X </u>	_____
c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?	_____	<u> X </u>	_____
d. Deterioration to existing fish or wild-life habitat?	_____	_____	<u> X </u>
6. <u>Noise.</u> Will the proposal result in:			
a. Increases in existing noise levels?	_____	<u> X </u>	_____
b. Exposure of people to severe noise levels?	_____	<u> X </u>	_____
7. <u>Light and Glare.</u> Will the proposal produce new light or glare?	_____	<u> X </u>	_____
8. <u>Land Use.</u> Will the proposal result in a substantial alteration of the present or planned land use of an area?	_____	<u> X </u>	_____
9. <u>Natural Resources.</u> Will the proposal result in:			
a. Increase in the rate of use of any natural resources?	_____	_____	<u> X </u>
b. Substantial depletion of any non-renewable natural resource?	_____	_____	<u> X </u>
10. <u>Risk of Upset.</u> Does the proposal involve a risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions?	_____	_____	<u> X </u>

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
16. <u>Utilities.</u> Will the proposal result in a need for new systems, or substantial alterations to the following utilities:			
a. Power or natural gas?	_____	<u> X </u>	_____
b. Communications systems?	_____	<u> X </u>	_____
c. Water?	_____	<u> X </u>	_____
d. Sewer or septic tanks?	_____	<u> X </u>	_____
e. Storm water drainage?	_____	<u> X </u>	_____
f. Solid waste and disposal?	_____	<u> X </u>	_____
17. <u>Human Health.</u> Will the proposal result in:			
a. Creation of any health hazard or potential health hazard (excluding mental health)?	_____	_____	<u> X </u>
b. Exposure of people to potential health hazards?	_____	_____	<u> X </u>
18. <u>Aesthetics.</u> Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view?	_____	_____	<u> X </u>
19. <u>Recreation.</u> Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?	_____	<u> X </u>	_____
20. <u>Archeological/Historical.</u> Will the proposal result in an alteration of a significant archeological or historical site, structure, object or building?	_____	<u> X </u>	_____
21. <u>Mandatory Findings of Significance.</u>			
a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	_____	_____	<u> X </u>

YES MAYBE NO

b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.)

_____ X _____

c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.)

_____ X _____

d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

_____ X _____

III. DISCUSSION OF ENVIRONMENTAL EVALUATION

Project is a comprehensive update of the Land Use and Circulation Elements of the Tulare General Plan.

IV. DETERMINATION

(To be completed by the Lead Agency)


On the basis of this initial evaluation:

☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED.

☒ I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

DATE June 12, 1992


(Signature)

For CITY OF TULARE

ENVIRONMENTAL IMPACT REPORT FOR THE TULARE GENERAL PLAN UPDATE

FINAL EIR ATTACHMENT: RESPONSES TO COMMENTS ON DRAFT EIR

State Clearinghouse No. 89062606

Prepared for the City of Tulare

by
WAGSTAFF AND ASSOCIATES
Urban and Environmental Planners

in association with
The Transportation Planning Group, Transportation Planners

August 1993

APPENDIX F: EIR CONSULTANT TEAM

WAGSTAFF AND ASSOCIATES

Urban and Environmental Planners; Prime Contractors

John Wagstaff, Principal-in-Charge
Brian Dolan
Deborah Holley
Steve Ridone
Laurel Engel
Kara Adams
Toni Fricke

TRANSPORTATION PLANNING GROUP

Transportation Consultants

Charles Clouse, Principal-in-Charge

GRAPHICS STAFF

Graphics

Lynda Wagstaff

APPENDIX D:
CEQA STANDARDS FOR EIR ADEQUACY

According to Section 15151 of the CEQA Guidelines, the standards for Adequacy of an EIR are as follows:

An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

APPENDIX E:
CEQA DEFINITION OF "MITIGATION"

According to Section 15370 of the CEQA EIR Guidelines, the term "mitigation" includes:

- (a) Avoiding the impact altogether by not taking a certain action or parts of an action.
- (b) Minimizing impacts by limiting the degree of magnitude of the action and its implementation.
- (c) Rectifying the impact by repairing, rehabilitating, or restoring the impacted environment.
- (d) Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.
- (e) Compensating for the impacts by replacing or providing substitute resources or environments.

APPENDIX C SUPPLEMENTAL NOISE DATA

TERM	DEFINITION
Decibel, dB	A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
Frequency, Hz	The number of complete pressure fluctuations per second above and below atmospheric pressure.
A-Weighted	The sound pressure level in decibels as measured on a Sound Level, level meter using the A-weighting filter network. The dBA weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted.
L_{10} , L_{50} , L_{90}	The A-weighted noise levels that are exceeded 10%, 50%, and 90% of the time during the measurement period.
Equivalent Noise Level, L_{eq}	The average A-weighted noise level during the measurement period.
Community Noise	The average A-weighted noise level during a 24-hour Equivalent Level, day obtained after addition of 5 decibels to levels in CNEL the evening from 7:00 PM to 10:00 PM and after addition of 10 decibels to sound levels in the night between 10:00 PM and 7:00 AM.
Day/Night Noise Level, L_{dn}	The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 PM and 7:00 AM.
Ambient Noise	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Intrusive	That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

APPENDIX C:
SUPPLEMENTAL NOISE DATA

APPENDIX B. CIRCULATION SYSTEM IMPROVEMENT NEEDS ANALYSIS

This *Circulation Element* was prepared to accommodate the build-out of the planned land uses contained in the Tulare *Land Use Element*. While the direction and pace that the City will grow in the future can never be absolutely clear, it is useful to make an estimate of population and employment growth to assist in sizing the street system to adequately accommodate the planned land uses. Such a projection of the future can be used to estimate needs for street and highway facilities, and thus guide the planning and development process. The forecast can also help to establish the program of public improvements that will be needed in the future. Land use, population and employment forecasts for Tulare for the draft land use scenario and projections of future traffic have been made. The product of this technical analysis is an identification of future street and highway needs for build-out of the city.

The socio-economic data base for build-out of the city was developed using the State Department of Finance's projections for population and employment for Tulare County. These numbers formed the basis for local discussions between the County of Tulare, the City of Tulare, and the Tulare County Association of Governments staffs. The three staffs developed modified projections based on existing local plans, County and City population projections and analysis. The city and county projections were within the estimates developed by the State Department of Finance.

The population and employment estimates were then assigned to traffic zones based on the parameters of the Tulare *Land Use Element*. Infilling of vacant land and increased densities within the existing urban core was completed before any areas outside the current development areas received population or employment. Based on discussions with City staff and the city's general plan consultants (Wagstaff and Associates), the remaining socio-economic data for future growth was assigned to the appropriate areas. These assignments were based on the best available information on future development patterns. Population and employment control totals were established on a metropolitan area basis and reflected totals assigned to the Tulare area by the Tulare County Association of Governments.

The resulting estimates of population and employment for the City thus makes the best use of available data, bounded and controlled by the Statewide and Countywide estimates made by the State Department of Finance. The estimates were found to be consistent with the Tulare General Plan, specifically, the Land Use and Housing Elements. For the purposes

APPENDIX B:
SUPPLEMENTAL TRAFFIC DATA

Kirk E. Lindsey, Planning Director
City of Tulare
August 21, 1989
Page 2

The inaccessibility during emergencies of areas on either side of the railroad tracks during those times when trains block road crossings will generate additional concern.

Disposal of solid waste and hazardous medical waste locally will become a major problem.

We will contact you should we become aware of additional items of concern that need to be reviewed for revision of the City General Plan.

Thank you for allowing the Hospital to provide information for your consideration.

Sincerely,


James Gilbank
Associate Administrator

JG:gk

pc: Jerry W. Boyter, Administrator



Tulare District Hospital

869 CHERRY STREET • TULARE, CA 93274 • (209) 688-0821

JERRY W. BOYTER

Administrator

August 21, 1989

Kirk E. Lindsey, Planning Director
City of Tulare
Planning and Building Department
411 East Kern Avenue
Tulare, California 93274

RE: Draft Environmental Impact Report

Dear Mr. Lindsey:

We are in receipt of your Notice of Preparation of a Draft Environmental Impact Report for the purpose of updating the City of Tulare's General Plan.

Tulare District Hospital believes Tulare will continue to experience population growth which will place an additional demand on the Hospital, surrounding physician's offices and future medical complexes.

The potential for additional vehicular traffic is considerable, creating traffic circulation, ingress and egress problems. Consideration for relieving congestion should be given to:

1. Traffic Controls (signals) on Cherry Street at main entrance to the Hospital.
2. Left turn lanes.
3. No street parking to allow for more traffic lanes.
4. Use campus approach to the Hospital and physician offices by closing Cherry Street between Merritt and Terrace Avenue.
5. Increase the availability of public transportation.

Board of Directors

CLARENCE L. PADHAM

JOE F. ADAIR

PATRICIA T. ROSS

BILL WESTBROOK

LE ROY E. TRIPPEL

the den, and entrances surrounded by a broader apron of matted vegetation. A natal den, defined as a den in which kit fox pups are actually whelped but not necessarily reared, is a more restrictive version of the pupping den. In practice, however, it is difficult to distinguish between the two; therefore, unless whelping inside a den can be confirmed, any den known to shelter pups should be considered a pupping den.

Atypical den: Any known San Joaquin kit fox den that has been established in or in association with a man-made structure. Dens of this type include pipes, culverts, and diggings beneath concrete slabs and buildings.

APPENDIX:
SAN JOAQUIN KIT FOX DEN DEFINITIONS

Introduction: San Joaquin kit fox dens typically consist of subterranean holes or burrows constructed in flat ground or in areas of low to moderate relief. Typical characteristics of kit fox dens include the following: (1) one or more entrances that are 5 to 8 inches in diameter and frequently are higher than they are wide; (2) den ejecta resulting from digging that forms dirt berms or ramps approximately 3 to 6 feet long adjacent to the entrances; (3) kit fox tracks, scat, or prey remains in the vicinity of the den; and (4) matted vegetation adjacent to the den entrances. However, the specific characteristics of individual dens may vary from the above description, and in some areas, for example in the northern part of the species' range, occupied kit fox dens may lack some or all of these features. Therefore, caution must be exercised in determining the status of any potential or unknown den. In some cases, otherwise typical dens may be constructed in man-made features such as the banks of sumps or roadbeds.

Known Den: Any existing natural den or man-made structure for which conclusive evidence or strong circumstantial evidence can be shown that the den is used or has been used at any time in the past by the San Joaquin kit fox. Conclusive evidence of use may include reliable historical records, past or current radio-telemetry or spotlighting data, or any other appropriate data that, in the judgement of a qualified biologist, is reasonable proof that a given den is or has been used by the kit fox. Circumstantial evidence may include kit fox sign, such as tracks, scat, prey remains, or kit fox remains, or any other appropriate circumstantial evidence that, in the judgement of a qualified biologist, leads to a conclusion that a given den is or has been used by the kit fox. Because kit foxes change dens often, with the result that the status of a given den may change abruptly and frequently, FWS now discourages use of the terms "active" and "inactive" when referring to any kit fox den.

Potential Den: Any natural den or burrow within the species' range that has entrances of appropriate dimensions to accommodate San Joaquin kit foxes for which, however, there is little to no evidence of kit fox use. Potential dens shall include the following: (1) any suitable unused den; (2) any den or burrow of another species (e.g., ground squirrel) that otherwise has appropriate characteristics for kit fox use; or (3) any suitable den for which available evidence, in the judgement of a qualified biologist, is insufficient to conclude that it is or has been used by the kit fox.

Pupping Den: Any known San Joaquin kit fox den (as defined above) used by kit foxes to whelp and/or rear their pups. Pupping dens may be larger with more numerous entrances than dens occupied exclusively by adults, and usually have denser concentrations of kit fox tracks, scat, and prey remains in the vicinity of

- basis in consultation with the U.S. Fish and Wildlife Service, utilizing formulas that have been computed and applied in similar projects. Agreeing to habitat loss compensation, however, does not relieve the project proponent of the kit fox protection measures described under Parts I and II of this document. Such protection measures are designed to limit incidental take resulting from a given project, while habitat loss compensation is designed to offset the unavoidable take of kit foxes or their habitat resulting from the project. The area of a given project subject to habitat loss compensation should include any kit fox denning or foraging habitat known to be occupied or utilized by the species prior to that project.
16. Upon completion of a construction or other type of project, all areas subject to temporary ground disturbance, including storage and staging areas, temporary roads, pipeline corridors, etc. should be recontoured if necessary and revegetated to promote restoration of the area to pre-project conditions. An area subject to "temporary" disturbance means any area that is necessarily disturbed during the construction or other initial phase of a project, but that after construction or other initial phases are completed is not subject to further disturbance in the carrying out of project activities. Appropriate methods and plant species used to revegetate such areas should be determined on a site-specific basis in consultation with FWS, CDFG, and revegetation experts. To the extent possible, local plant species or California native plant species should be used. Disturbed areas should be monitored regularly and reseeded as necessary until the area has returned to pre-project conditions. Areas temporarily disturbed but revegetated in this manner are subject only partially to the habitat compensation measures described in condition #15. In such cases, a lowered habitat loss compensation ratio is computed to account for revegetation efforts.
 17. Any known kit fox den that is unavoidably destroyed during a project should be replaced with an artificial den. This will compensate for the loss of important shelter used by kit foxes for protection, reproduction, and escape from predators. Replacement dens are particularly important in areas where den availability appears to be limiting. Den design and placement should be determined on a site-specific basis in consultation with FWS, CDFG, and kit fox experts. Any den originally thought to be a potential den that is found during its excavation to contain evidence of kit fox use should be subject to replacement.
 18. Any project-related information required by FWS or questions concerning the above conditions or their implementation may be directed in writing to the U.S. Fish and Wildlife Service, Sacramento Endangered Species Office, 2800 Cottage Way, Room E-1823, Sacramento, California 95825, or by phone at 916/978-4866.

11. To prevent harassment, mortality, or destruction of dens or burrows of endangered and sensitive species by dogs or cats, no pets should be permitted on project sites.
12. Use of rodenticides and herbicides in project areas with known kit fox occurrences should be restricted. This is necessary to prevent primary or secondary poisoning of kit foxes and the depletion of prey populations on which they depend. All uses of such compounds should observe label and other restrictions mandated by the U.S. Environmental Protection Agency, California Department of Food and Agriculture, and other State and Federal legislation, as well as additional project-related restrictions deemed necessary by FWS. If rodent control must be conducted, zinc phosphide should be used because of its proven low risk to kit fox.
13. An employee education program should be conducted for any project that has expected impacts to kit fox or other endangered species. The program should consist of a brief consultation in which persons knowledgeable in kit fox biology and legislative protection explain endangered species concerns to officers and supervisors in charge of a project; officers and supervisors should subsequently relate these concerns to their subordinates. The program should include a description of the San Joaquin kit fox and its habitat needs, and should address occurrence of the kit fox in the project area, status of the species and its protection under the Endangered Species Act, and measures being taken to reduce impacts to the species during project construction or implementation. A fact sheet conveying this information should be prepared for distribution to all contractors, their employees, and military and agency personnel involved in the subject project.
14. Any contractor, employee(s), or military or agency personnel who inadvertently kills or injures a San Joaquin kit fox or who finds a dead, injured, or entrapped San Joaquin kit fox should report the incident immediately to his or her immediate supervisor. In the case of trapped animals, escape ramps or structures should be installed immediately if possible to allow the animal(s) to escape, or FWS should be contacted for advice. In the case of dead or injured kit foxes, FWS should be notified in writing within three working days of the finding of any such animal (see #18). Notification must include the date, time, and location of the incident and any other pertinent information. FWS contacts for this information are Mr. David Harlow or Mr. Gail Kobetich (916/978-4866 or FTS 460-4866). Any kit fox or other endangered species found dead or injured must be turned over immediately to the California Department of Fish and Game (CDFG) for care or analysis. The Department contact is Dr. Larry Eng (916/445-1383).

Part III: Habitat Compensation and Restoration

15. San Joaquin kit fox habitat permanently and unavoidably lost to development or subject to temporary disturbance because of project-related activities should be subject to compensation that offsets the area lost through permanent protection of an appropriate area of intact habitat. The amount of habitat permanently protected (i.e., the ratio of area protected to area disturbed) should be determined on a project-specific

someone experienced in kit fox biology. The results of all cases of den destruction should be conveyed to FWS in writing within two weeks of their completion.

6. Areas subject to permanent and temporary construction disturbances and other types of project-related disturbance should be minimized. Project designs should limit or cluster permanent project features to the least area possible while still permitting project goals to be achieved. To minimize temporary disturbances, all project-related vehicle traffic should be restricted to established roads, construction areas, storage areas, staging and parking areas, and other project areas. Off-road traffic outside of designated project areas should be prohibited. Where practical, all staging, parking, and storage areas should be designated by flagged stakes connected by heavy rope or cord similar to exclusion zone fencing (see #4) and project-related activities should be contained within these areas. These areas should also be included in pre-construction surveys and, to the extent possible, should be established in locations disturbed by previous activities to prevent unnecessary further impacts. Limiting project-related disturbances is advantageous to the project proponent, because the extent of San Joaquin kit fox habitat impacted by the project and thus subject to habitat compensation and restoration measures may therefore be reduced (see Part III).
7. Project-related vehicles should observe a 20 mph speed limit in all project areas, except on county roads and State and Federal highways; this is especially important at night when kit fox are most active. To the extent possible, night time construction should be minimized.
8. To prevent inadvertent entrapment of kit foxes or other animals during the construction phase of a project, all excavated, steep-walled holes or trenches more than 2 feet deep should be covered at the close of each working day by plywood or similar materials, or provided with one or more escape ramps constructed of earth fill or wooden planks. Before such holes or trenches are filled, they should be thoroughly inspected for trapped animals. If at any time a trapped or injured kit fox is discovered, the procedures under condition #14 should be followed.
9. All construction pipes, culverts, or similar structures with a diameter of 4 inches or greater that are stored at a construction site for any one or more overnight periods should be thoroughly inspected for kit foxes before the pipe is subsequently buried, capped, or otherwise used or moved in any way. Kit foxes may be attracted to den-like structures such as pipes and could enter stored pipe and subsequently become trapped or injured if this precaution is not exercised. If during inspection a kit fox is discovered inside a pipe, that section of pipe should not be moved, or if necessary should be moved only once to remove it from the path of construction activity, until the kit fox has escaped. In such a case, FWS may be contacted for advice if desired.
10. All food-related trash items such as wrappers, cans, bottles, and food scraps should be disposed of in closed containers only and regularly removed from a construction or other project site. Food items may attract kit fox into a project site at night, consequently exposing them to construction-related or other types of hazards.

- a. Prior to destruction of any known kit fox den, FWS should be notified in writing of the intent to destroy the subject den(s) and the reasons why alternate courses of action are not possible. FWS will review the proposal and will either concur or recommend alternate methods to avoid den destruction or reduce impacts. Destruction of known or suspected natal or pupping dens should be avoided during the breeding season (November 1 to July 31). Destruction of natal or pupping dens known to be currently occupied usually will not be permitted until the den has been vacated or the kit fox pups have dispersed. Therefore, project activities at some den sites may have to be postponed. Destruction of a potential den may proceed without prior notification to FWS if no current or previous use of the den by kit fox is known, as determined by a trained biologist. However, if any den thought to be a potential one is determined during destruction to be a currently or previously used kit fox den (e.g., if kit fox sign is found inside), then FWS should be informed immediately of the change in status and provisions for replacement dens will subsequently apply (see condition #17).
- b. Prior to the authorized destruction of any known San Joaquin kit fox den, the den should be monitored for at least three consecutive days to determine its current status. Activity at the subject den can be monitored by placing tracking medium at its entrance(s) and by spotlighting. If no kit fox activity is observed during this period, the den should be destroyed immediately to preclude subsequent use. If kit fox activity is observed at the den during this period, the den should be monitored for at least five consecutive days from the time of the observation to allow any resident animal to move to another den during its normal activities. Use of the den can be discouraged during this period by partially plugging its entrance(s) with soil in such a manner that any resident animal can escape easily. Destruction of the den may begin when, in the judgement of the conducting biologist, the animal has moved to a different den. If the animal is still present after five or more consecutive days of plugging and monitoring, the den may have to be excavated when, in the judgement of the conducting biologist, it is temporarily vacant, for example during the animal's normal foraging activities.
- c. Destruction of the den should be accomplished by careful excavation with hand tools until it is certain that no kit foxes are inside. The den should be fully excavated and then filled with dirt and compacted to ensure that kit foxes cannot reenter or use the den during the construction period. If at any point during excavation a kit fox is discovered inside the den, the excavation activity should cease immediately and monitoring of the den as described in part 5b. should be resumed. FWS may be contacted for advice if desired. Destruction of the den may be completed when, in the judgement of the conducting biologist, the animal has escaped from the partially destroyed den.
- d. All kit fox den excavations and pre-excavation monitoring should be conducted by a trained biologist or under the direct supervision of a trained biologist. Staff biologists of the project proponent, if they have no experience with kit fox prior to the project, may conduct den excavations only if they are previously trained in the procedure by

2. Results of pre-construction or pre-activity surveys should be submitted to FWS in writing within two weeks after their completion. If a previous study was conducted before the pre-construction survey, such as a Biological Assessment, results of the pre-construction survey may be submitted in letter form and need address only essential information, e.g., number of kit fox dens located in the project area, their status, other kit fox activity identified, and a map showing specific locations. If no kit fox activity is identified by the pre-construction survey, a brief letter stating this will suffice. If no previous survey was conducted, results of the pre-construction survey should be submitted in full report format, including methods employed, results, discussion, etc.
3. Following these surveys and before project activities begin, protective exclusion zones should be established around all known and potential San Joaquin kit fox dens (den definitions are provided in the Appendix). The configuration of exclusion zones should be circular, with a radius of specified distance measured outward from the den entrance or cluster of entrances. The size (radius) of these zones will be determined on a project-specific basis in consultation with FWS. Construction-related and other project activities should be prohibited or greatly restricted within these exclusion zones. Only essential vehicle operation on existing roads and simple foot traffic should be permitted. Otherwise, all construction, vehicle operation, materials storage, or any other type of surface-disturbing activity should be prohibited within these zones.
4. To ensure protection, the exclusion zones for all known San Joaquin kit fox dens should be demarcated by fencing that encircles each den at the appropriate distance. Exclusion fencing should consist of large flagged stakes (4- to 5-foot metal or 1" x 1" wooden stakes) connected by heavy rope or cord. Each exclusion zone should be posted with two to three signs placed at equidistant points along the perimeter; each sign should identify the fenced zone as an environmentally sensitive area and state that no disturbance is permitted without prior authorization from appropriate project personnel or FWS. Exclusion zone fencing should be maintained until all construction-related or operational disturbances have been terminated. At that time, all fencing and signs should be removed to avoid attracting subsequent attention to the den. For potential dens, placement of three 4- to 5-foot flagged stakes at equidistant points 10 to 15 feet from the den entrance(s), and posting of a single sign beside one stake, will suffice to identify the den location; fencing will not be required but the exclusion zone must be observed.

Part II: Construction and Operational Conditions

5. Disturbance to all San Joaquin kit fox dens should be avoided to the extent possible. Protection of known and potential kit fox dens for use as shelter, escape cover, and reproduction, as outlined above, is vital to the survival of the species. However, FWS recognizes that in some cases avoidance of dens during construction and other types of activities is not possible or practical. Limited destruction of kit fox dens may, therefore, be permitted if avoidance is not a reasonable alternative, provided the following procedures are observed.

STANDARDIZED RECOMMENDATIONS
FOR PROTECTION OF THE SAN JOAQUIN KIT FOX
April, 1989

Introduction:

This document summarizes mitigation actions recommended by the U.S. Fish and Wildlife Service (FWS) to protect the federally endangered San Joaquin kit fox during construction projects and other types of developments and activities. Its purpose is to make information on kit fox protection strategies readily available to developers and other interested persons and groups, and to help standardize the methods and definitions currently employed to achieve kit fox protection. The following measures are advisory in nature and do not represent legal requirements. However, taken together or in part they do represent a comprehensive strategy considered necessary by FWS to protect the San Joaquin kit fox from the direct, indirect, and cumulative effects of development projects. Implementation of these measures may be necessary to avoid violating the provisions of the Endangered Species Act of 1973, as amended (Act), including the prohibition against "incidental take" (defined as the killing, harming, or harassment of a listed species that is incidental to, but not the primary purpose of, an otherwise lawful activity). Such measures may also be required under the terms of a biological opinion pursuant to Section 7 of the Act or an incidental take permit pursuant to Section 10 of the Act. The following list includes many of the kit fox protection measures typically employed to date, but it is not by itself intended to serve as a mitigation plan or agreement or to obviate the need for formal compliance under Sections 7 and 10 of the Act. The specific measures implemented to protect kit fox for any given project shall be determined on a case-by-case basis in consultation with FWS, utilizing these and possibly other mitigation measures. The measures outlined in this document are subject to modification or revision at the discretion of FWS.

Part I: Pre-construction Conditions

1. Within 60 days prior to the beginning of construction activities or any project activity likely to impact the San Joaquin kit fox or other endangered or threatened species, pre-construction or pre-activity surveys should be conducted by a qualified biologist on all project areas. A qualified biologist means any person who has completed at least four years of university training in wildlife biology or a related science and has demonstrated field experience in the identification and life history of the San Joaquin kit fox. Surveys should determine the presence or absence of kit fox on the project site(s), identify specific uses of the area by kit fox if possible, and assess the potential impacts to the species of the proposed activity. Survey methodologies should follow techniques acceptable to FWS; information on survey methods and biota report formats may be obtained from FWS if desired. If possible, San Joaquin kit fox surveys should be conducted between March 1 and July 31 when kit fox activities are easiest to detect.


To offset impacts to the kit fox, we recommend the following mitigation measures be included in the DEIR to be circulated for agency and public review:

1. Develop a Wildlife Element of the General Plan to address long-term protection of endangered species. The element should identify areas known to be inhabited by kit fox and all lands containing suitable kit fox habitat. This will aid planners in identifying projects that have the potential to impact kit fox. The element should also contain an overall mitigation plan that lists common mitigation options available to developers, identifies sites suitable for use as mitigation lands, lists the appropriate agencies that should be contacted to discuss and approve mitigation measures, and long-term monitoring and management of kit fox mitigation lands. To assist you in this regard, we are enclosing the U.S. Fish and Wildlife Service's "Standard Recommendations for Protection of the San Joaquin Kit Fox".
2. Guidelines should be developed for determining the level of impact that will occur as a result of projects. Biological surveys should be completed during the environmental review process for lands identified as potential kit fox habitat. Survey plans and consultants should be made subject to the Department of Fish and Game approval, and proposals should be submitted to the Department prior to initiation of the study. Study results should be submitted to the Department, and prior to approval of the project, appropriate mitigation measures should be included as necessary.

The City may have further consultation requirements pursuant to the Federal Endangered Species Act. We recommend you contact the Endangered Species Office of the U.S. Fish and Wildlife Service at 2800 Cottage Way, Room E-1823, Sacramento, CA 95825 or 916-978-4866.

If you have any questions regarding our recommendations, or are interested in obtaining assistance in the development of mitigation measures, please contact Mr. Ron Rempel, Associate Wildlife Biologist, at the above address or telephone number.

Sincerely,


George D. Nokes
Regional Manager

Enclosure

cc: U.S. Fish and Wildlife Service, ESO - Sacramento

DEPARTMENT OF FISH AND GAME

REGION 4

1234 East Shaw Avenue

Fresno, CA 93710

(209) 222-3761



July 31, 1989

Mr. Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, CA 93274

Dear Mr. Kielty:

Subject: SCH 89062606, Notice of Preparation of a Draft
Environmental Impact Report (DEIR) for the City of
Tulare's General Plan Amendment 88-02, Tulare County

We have reviewed the proposed Notice of Preparation of a DEIR for the City of Tulare's General Plan Amendment 88-02. The project involves a comprehensive update of the Land Use and Circulation Elements of the City General Plan.

Southern portions of the City, within the proposed project area, are inhabited by the San Joaquin kit fox, a State-listed (threatened) and Federally-listed (endangered) species. Two kit fox dens were present in the Paige and Continental Avenue area within the last two years. As mitigation for disruption of a den during expansion of their facility on the south side of Continental Avenue, Southern California Edison installed an artificial kit fox den on the southwestern end of their property in 1988. A kit fox was reported killed by a vehicle on Continental Avenue during the spring of 1989. Kit foxes are seen on a regular basis at the Haagen-Daas plant immediately north of Continental Avenue and a series of kit fox dens were recently discovered adjacent the southern extension of Irwin Street, south of Bardsley Avenue. A family of kit foxes were seen there in late June, 1989.

Due to the high level of kit fox activity in the Tulare area, changes in land use addressed in this project have the potential to impact this endangered species 1) loss of habitat, 2) direct take during new construction, and 3) increased road mortality resulting from vehicle collisions. The DEIR must address the potential direct impacts, and should also discuss the potential cumulative impacts resulting from development in the Tulare area over time, as well as other projects in the general area that will result in losses of kit foxes and their habitat.

- (c) For purposes of paragraph (2) of subdivision (a) cancellation shall be in the public interest only if the council or board makes the following findings: (1) that other public concerns substantially outweigh the objectives of this chapter; and (2) that there is no proximate noncontracted land which is both available and suitable for the use to which it is proposed the contracted land be put, or, that development of the contracted land would provide more contiguous patterns of urban development than development of proximate noncontracted land.

As used in this subdivision "proximate, noncontracted land" means land not restricted by contract pursuant to this chapter, which is sufficiently close to land which is so restricted that it can serve as a practical alternative for the use which is proposed for the restricted land.

As used in this subdivision "suitable" for the proposed use means that the salient features of the proposed use can be served by land not restricted by contract pursuant to this chapter. Such nonrestricted land may be a single parcel or may be a combination of contiguous or discontiguous parcels.

- (d) For purposes of subdivision (a), the uneconomic character of an existing agricultural use shall not by itself be sufficient reason for cancellation of the contract. The uneconomic character of the existing use may be considered only if there is no other reasonable or comparable agricultural use to which the land may be put.
- (e) The landowner's petition shall be accompanied by a proposal for a specified alternative use of the land. The proposal for the alternative use shall list those governmental agencies known by the landowner to have permit authority related to the proposed alternative use, and the provisions and requirements of Section 51283.4 shall be fully applicable thereto. The level of specificity required in a proposal for a specified alternate use shall be determined by the board or council as that necessary to permit them to make the findings required.
- (f) In approving a cancellation pursuant to this section, the board or council shall not be required to make any findings other than or in addition to those expressly set forth in this section, and, where applicable, in Section 21081 of the Public Resources Code.

51284. Public hearing; notice and publication.

No contract may be canceled until after the city or county has given notice of, and has held, a public hearing on the matter. Notice of the hearing shall be published pursuant to Section 6061 and shall be mailed to the Director of Conservation and every owner of land under contract, any portion of which is situated within the same agricultural preserve and within one mile of the exterior boundary of the land upon which the contract is proposed to be canceled.

WILLIAMSON ACT CANCELLATIONS

GOVERNMENT CODE

SECTIONS 51282 AND 51284

51282. Cancellation as to all or part of land; conditions for approval.

- (a) The landowner may petition the board or council for cancellation of any contract as to all or any part of the subject land. The board or council may grant tentative approval for cancellation of a contract only if it makes one of the following findings:
 - (1) That the cancellation is consistent with the purposes of this chapter (California Land Conservation Act of 1965; Williamson Act); or
 - (2) That cancellation is in the public interest.
- (b) For purposes of paragraph (1) of subdivision (a) cancellation of a contract shall be consistent with the purposes of this chapter only if the board or council makes all of the following findings:
 - (1) That the cancellation is for land on which a notice of non-renewal has been served pursuant to Government Code Section 51245.
 - (2) That cancellation is not likely to result in the removal of adjacent lands from agricultural use.
 - (3) That cancellation is for an alternative use which is consistent with the applicable provisions of the city or county general plan.
 - (4) That cancellation will not result in discontinuous patterns of urban development.
 - (5) That there is no proximate non-contracted land which is both available and suitable for the use to which it is proposed the contracted land be put, or, that development of the contracted land would provide more contiguous patterns of urban development than development of proximate non-contracted land.

As used in this subdivision, "proximate, non-contracted land" means land not restricted by contract pursuant to this chapter, which is sufficiently close to land which is so restricted that it can serve as a practical alternative for the use which is proposed for the restricted land.

As used in this subdivision "suitable" for the proposed use means that the salient features of the proposed use can be served by land not restricted by contract pursuant to this chapter. Such nonrestricted land may be a single parcel or may be a combination of contiguous or discontinuous parcels.

Mr. Mark S. Kielty
July 19, 1989
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- Implementing right-to-farm ordinances to diminish nuisance impacts of urban uses on neighboring agricultural operations, and vice-versa.
- Adopting a farmland protection program, under the auspices of a farmland trust, that utilizes such land-use planning tools as transfer of development rights and purchase of development rights or conservation easements.

The City should also consider a discussion of any monitoring/reporting criteria ensuring compliance with adopted mitigation measures.

The Department appreciates the opportunity to comment on the NOP. We hope that the farmland conversion impacts and the Williamson Act contract issues are given adequate consideration in the Draft EIR. If I can be of further assistance, please feel free to call me at (916) 322-5873.

Sincerely,



Dennis J. O'Bryant
Environmental Program Coordinator

DJO:EK:efh
Enclosure

cc: Ken Trott
Office of Land Conservation

Mr. Mark S. Kielty
July 19, 1989
Page Two

- Types and relative yields of crops grown in the affected areas, or in areas of similar soils under good agricultural management.
- Agricultural potential of the area's soils, as defined by the USDA Land Capability Classification System.

Williamson Act Issues

- The location of Williamson Act contracts on lands within and adjacent to the project area.
- A discussion of the effects that cancellation of Williamson Act contracts would have on nearby properties also under contract.
- A discussion of the specific findings and public hearing requirements for contract cancellations (Government Code Sections 51282 and 51284, enclosed).

Farmland Conversion Impacts

- The type, amount and location of farmland conversion that would result from implementation of the project.
- The impact on current and future agricultural operations.
- The cumulative and growth-inducing impact of the project on farmland in the project and surrounding area.
- The economic impacts of the farmland conversion. In assessing these impacts, use should be made of economic multipliers, such as those used in the University of California Cooperative Extension's study, "Economic Impacts of Agricultural Production and Processing in Stanislaus County."

Mitigation Measures and Alternatives

Some mitigation measures and alternatives that would lessen the farmland conversion impact of the project are:

- Directing urban growth to lower-quality soils in order to protect prime agricultural land.
- Increasing densities or clustering residential units to allow a greater portion of sites to remain in agricultural production.
- Protecting other, existing farmland of equivalent, or better, quality through planning policy that relies on an active and strategic use of the Williamson Act.
- Establishing buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses. Many communities have considered 300 feet as a sufficient buffer for impacts such as pesticide spraying, noise and dust.

DEPARTMENT OF CONSERVATION

DIVISION OF ADMINISTRATION
DIVISION OF MINES AND GEOLOGY
DIVISION OF OIL AND GAS
DIVISION OF RECYCLING



1416 Ninth Street
SACRAMENTO, CA 95814
TDD (916) 324-2555
ATSS 454-2555

July 19, 1989

(916) 445-8733

Mr. Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, CA 93274

Dear Mr. Kielty:

Subject: Notice of Preparation (NOP) of a Draft Environmental
Impact Report (EIR) for General Plan Amendment 89-02
SCH# 89062606

The Department of Conservation is responsible for monitoring statewide farmland conversion and administering the Williamson Act. The Department has reviewed the City's NOP for a comprehensive update for the Land Use and Circulation elements of the City's General Plan and has the following comments.

The project would impact an area of approximately 14 square miles. The Department's preliminary Tulare County Important Farmland Map (to be released in 1989) indicates that the area includes and is bounded in many areas by irrigated farmland. In addition, the Tulare County Agricultural Preserves map indicates that there are lands under Williamson Act contract within the project boundaries.

The loss of any prime agricultural land should be identified and treated as a significant environmental impact. The California Code of Regulations (Section 15000 et seq., Appendix G (y)) states that a project will normally have a significant effect on the environment if it will convert prime agricultural land to non-agricultural use or impair the agricultural productivity of prime agricultural land. Since it appears that this project will have such an effect, the Draft EIR should provide information on the number of acres of agricultural land to be developed, the potential agricultural value of the site, the impacts of farmland conversion, and possible mitigation actions. Specifically, we recommend that the Draft EIR contain the following information to ensure the adequate assessment of the project's impacts in these areas.

Agricultural Character of Project Site and Surrounding Area

- A map which identifies the location of agricultural preserves in the project area, the number of acres and type of land in each preserve (i.e., prime/non-prime).

Mr. Kielty
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7. Given the projected need for residential and urban development, what is the cumulative impact upon implementation of the General Plan?

The lead agency should also solicit comments from concerned local agencies such as the agricultural commissioner's office, the USDA Soil Conservation Service office, and the county Farm Bureau Federation office, since the above issues are not necessarily comprehensive.

The CDFA supports the right of local agencies to develop and implement land-use policy in its area of influence, but also wants to assure that agricultural land is not prematurely and irreversibly lost due to development which is not accurately assessed for environmental impact.

Sincerely,



Donna McIntosh
Graduate Student Assistant
Agricultural Resources Branch
(916) 322-5227

cc: John Keene
Tulare County Agricultural Commissioner
California Association of Resource Conservation Districts

DEPARTMENT OF FOOD AND AGRICULTURE

1220 N Street
Sacramento, CA 95814

July 13, 1989

Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, California 93274

Dear Mr. Kielty,

Thank you for the opportunity to comment on the forthcoming Draft Environmental Impact Report (DEIR) for General Plan Amendment 88-02, SCH# 89062606.

The California Department of Food and Agriculture (CDFA) would appreciate a discussion of the following issues in the DEIR.

1. A complete description of the planning area. This should include the role of agriculture in the local economy, the number of acres in agricultural production, and the current land use designations, (including identification of prime agricultural lands).
2. The method by which the city will encourage the conservation of agricultural lands. Please include the number of acres currently under Williamson Act contracts or Agricultural preserves, and how the Plan will affect such designations.
3. The possible mitigation measures to ensure that agricultural land is not prematurely or unnecessarily converted to non-agricultural uses. These could include use of a right-to-farm ordinance, and a minimum parcel size for assurance of continued commercial farming feasibility.
4. The buffering measures to mitigate conflicts which can arise from the close proximity of agricultural and urban areas due to noise, dust, chemical usage, trespassing, and traffic. These measures can include, but are not limited to, setbacks, clustered development, berms, and greenbelts.
5. An extensive cross referencing of the policies related to agriculture included in other elements of the General Plan, (ie. land use, traffic and circulation, conservation, etc), to the proposed agricultural policies in the Energy, Natural Resources, and Recreation Element.
6. Please discuss the restriction of urban sprawl and any other proposed methods that limit premature conversion of farmland.



DEPARTMENT OF TRANSPORTATION

4491 West Shaw Avenue
Fresno, CA 93722

July 13, 1989

Tul-99-30.0
Sch# 89062606
GPA 88-02 Tulare

TDD (209) 488-4066



Mr. Mark S. Kielty
City of Tulare
411 E. Kern Avenue
Tulare, CA 93274

Dear Mr. Kielty:

We have reviewed the application for the above referenced project and offer the following comments:

The City of Tulare needs to conduct a traffic analysis so that Caltrans can determine the traffic impacts brought on by the General Plan Update (Land Use Revisions) and what improvements are needed if any.

Should you have any questions on this matter, don't hesitate to call Moses Pacheco at (209) 276-5976.

Sincerely,

Moses A Pacheco

NATHAN M. SMITH
District 6 Transportation Planner

MGP:jag/cf

cc: DAM
MGP

Consequently, for future projects, it is essential to first quantify the increase in emissions from both direct and indirect sources. In order to prepare the air quality impact report, we recommend that a comprehensive traffic analysis be prepared as a basis for developing detailed data on vehicular emissions. Further, construction related emissions should also be quantified.

And finally, we believe that cumulative impact should be an integral part of the environmental assessment of projects in areas that have a potential for growth. All environmental documents must take into account the relationship between the project in question and other potential projects. "Other projects" include, at a minimum, those known from permits, permit applications and environmental documents.

The following should be incorporated into the evaluation of the air pollution impact:

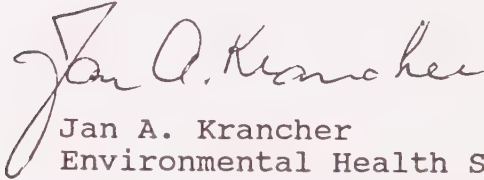
1. Evaluation and analysis of the cumulative impact of criteria and non-criteria pollutants from this project and other existing and planned industrial, commercial, and/or residential uses.
2. A description of existing air quality at the proposed site and adjacent area and the affect of the cumulative ambient concentration on sensitive receptors, i.e., children, the infirm, the elderly, and agricultural crops.
3. Consideration of local topography and meteorology to determine ambient concentrations.
4. Inclusion of an air quality modeling analysis to determine the worst-case pollutant concentration impacts. This information, along with information on other emission sources in the vicinity and background levels, can then be related to the ambient air quality standards.

We recommend that all air quality impacts of future projects be fully mitigated. Mitigation measures are actually beneficial only to the degree that they are implemented. Therefore it is important that the environmental document candidly discuss the actual commitment that is being made by the City of Tulare to the implementation of each mitigation measure.

Kirk E. Lindsey
November 13, 1990
Page 3

If you have questions, please contact our office at
(209) 733-6441.

Sincerely,

A handwritten signature in cursive script, reading "Jan A. Krancher". The signature is written in dark ink and is positioned above the typed name and title.

Jan A. Krancher
Environmental Health Specialist
Division of Environmental Health

JAK:pg

Enclosure

TULARE COUNTY

DEPARTMENT OF HEALTH SERVICES



November 13, 1990

Ronald W. Probasco
Director

Michael L. MacLean, M.D.
Health Officer

REPLY TO
OFFICE CHECKED:

Kirk E. Lindsey
Planning - Building Director
411 E. Kern Avenue
Tulare, CA 93274

Subject: General Plan Land Use and Circulation Element
Notice of Preparation of Draft EIR

Dear Mr. Lindsey:

The Tulare County Air Pollution Control District and the County Health Department is interested in providing input into the preparation of the EIR. A primary concern is the impact future developments will have on air quality.

It is recommended that the EIR include the following:

- Classify potential air emissions as "direct" (from stationary and point sources of an industrial nature);
- "Fugitive" (particulate from construction, organic fumes from storage tanks), or
- "Indirect" from residential and commercial development and motor vehicle travel related to a given land use.
- Quantify the potential direct and indirect air emissions at this early stage for all planned development. This quantification needs to be performed, even though the result may only be a best estimate.

Tulare County is classified as being in non-attainment for particulate matter under ten micron (PM-10) and for ozone, the primary constituent of smog. This means that the county exceeds Federal and State standards for those two parameters. Since these standards are set to protect human health, all sources of emissions of PM-10 and ozone precursors should be controlled or mitigated to the greatest extent possible.

☐ Air Pollution Control
County Civic Center
Visalia, CA 93291
(209) 733-6441

☐ Environmental Health
County Civic Center
Visalia, CA 93291
(209) 733-6441

RANDALL L. ABBOTT
DIRECTOR
David Price III
Assistant Director

2700 M Street
Suite 100
Bakersfield, CA 9330
(805) 861-2615

DEPARTMENT OF PLANNING AND DEVELOPMENT SERVICES

June 26, 1989

FILE: Gen Corres

City of Tulare
Planning and Building Department
411 East Kern Avenue
Tulare, CA 93274

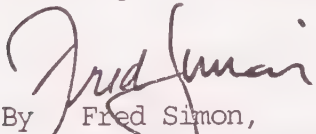
Re: Notice of Preparation of a Draft Environmental Impact Report for General
Plan Amendment 88-02 (Land Use and Circulation Elements)

Ladies and Gentlemen:

Thank you for the opportunity to comment upon the above-noted project. We have
reviewed the proposed project and have no comments to make at this time.

Very truly yours,

RANDALL L. ABBOTT, Director
Planning and Development Services


By Fred Simon,
Principal Planner

sju

SCH#:

'S': Sent by Lead 'X': Sent by SCH

☒ Bob Fletcher
Air Resources Board
1102 Q Street
Sacramento, CA 95814
916/322-8267

☐ Karen Cagle
Dept. of Boating & Waterways
1629 S Street
Sacramento, CA 95814
916/445-6281

☐ Gary L. Holloway
California Coastal Commission
631 Howard Street, 4th Floor
San Francisco, CA 94103
415/543-8555

☐ Terry Maderos
California Energy Commission
1516 Ninth Street, Rm. 200
Sacramento, CA 95814
916/324-3227

☐ Sandy Hesnard
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P.O. Box 942874
Sacramento, CA 94274-0001
916/324-1833

☐ George Smith
Caltrans - Planning
P.O. Box 942874
Sacramento, CA 94274-0001
916/445-5570

☒ Dennis O'Bryant
Dept. of Conservation
1416 Ninth Street, Room 1326-2
Sacramento, CA 95814
916/322-5873

☐ Div. of Mines and Geology

☐ Div. of Oil and Gas

☐ Land Resources Protect. Unit

☒ Vashek Cervinka
Dept. of Food and Agriculture
1220 N Street, Room 104
Sacramento, CA 95814
916/322-5227

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1416 Ninth Street, Room 1516-2
Sacramento, CA 95814
916/322-0128

☐ Robert Sleppy
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400 P Street, Suite 3460
Sacramento, CA 95814
916/324-0214

☒ Arlene Chance
Dept. of Health
714 P Street, Room 1253
Sacramento, CA 95814
916/323-6111

☒ Sgt. Jim Weddell
California Highway Patrol
Long Range Planning Section
Planning and Analysis Division
2555 First Avenue
Sacramento, CA 95818
916/445-1981

☒ William A. Johnson
Native American Heritage Comm.
915 Capitol Mall, Room 288
Sacramento, CA 95814
916/322-7791

☐ Hans Kreutzberg
Office of Historic Preservation
P.O. Box 942896
Sacramento, CA 94296-0001
916/322-9621

☒ Mike Doyle
Dept. of Parks and Recreation
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☒ George Hersh
Public Utilities Commission
505 Van Ness Avenue
San Francisco, CA 94102
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☐ Anna Leena Bronson
Reclamation Board
1416 Ninth Street Room 204-8
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916/322-3740

☐ Norris Milliken
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30 Van Ness Avenue, Room 2011
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☐ Jeanne Blakeslee
Calif. Waste Management Board
1020 Ninth Street, Room 300
Sacramento, CA 95814
916/327-0454

☐ Ted Fukushima
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1807 - 13th Street
Sacramento, CA 95814
916/322-7813

☒ Nadell Gayou
Dept. of Water Resources
1416 Ninth Street, Room 215-4
Sacramento, CA 95814
916/445-7416

☐ Reed Holderman
State Coastal Conservancy
1330 Broadway, Suite 1103
Oakland, CA 94612
415/464-1085

☐ DHST/SCD: _____

Department of Transportation
District Contacts

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707/445-6320 (8-538)

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916/225-3259 (8-442)

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☐ Jerry Laumer
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805/549-3161 (8-629)

☒ Nathan Smith
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213/620-5335 (8-640)

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714/383-4557 (8-670)

☐ Andy Zellman
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Bishop, CA 94514
619/872-0693 (8-627)

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714/237-6755 (8-631)

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Santa Ana, CA 92075
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Fish and Game - Regional Offices

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600 Locust
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☐ Jim Messersmith, Regional Manager
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1701 Nimbus Road, Suite A
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☐ B. Hunter, Regional Manager
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P.O. Box 47
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☒ G. Nokes, Regional Manager
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330 Golden Shore, Suite 50
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213/590-5113 (8-635)

☐ Rolf E. Mall
Marine Resources Region
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State Water Resources Control Board

☐ Allan Patton
State Water Resources Control Board
Division of Loans & Grants
P.O. Box 944212
Sacramento, CA 94244-2120
916/739-4414

☐ Ed Anton
State Water Resources Control Board
Division of Water Quality
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916/445-9552

☐ Dave Beringer
State Water Resources Control Board
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916/322-9870

☐ Mike Falkenstein
State Water Resources Control Board
Division of Water Rights
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Sacramento, CA 95814
916/324-5636

☐ OTHER: _____

Regional Water Quality Control Board

☐ NORTH COAST REGION (1)
1440 Guerneville Rd.
Santa Rosa, CA 95401
707/576-2220 (8-590)

☐ SAN FRANCISCO BAY REGION (2)
1111 Jackson Street, Room 6000
Oakland, CA 94607
415/464-1255 (8-561)

☐ CENTRAL COAST REGION (3)
1102-A Laurel Lane
San Luis Obispo, CA 93401
805/549-3147 (8-629)

☐ LOS ANGELES REGION (4)
107 South Broadway, Room 4027
Los Angeles, CA 90012
213/620-4460 (8-640)

☐ CENTRAL VALLEY REGION (5)
3443 Rottier Road, Suite A
Sacramento, CA 95827-3098
916/361-5600

☒ Fresno Branch Office
3374 East Shields Avenue, Room 18
Fresno, CA 93726
209/445-5116 (8-421)

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Redding, CA 96002
916/225-2045 (8-442)

☐ LAHONTAN REGION (6)
2092 Lake Tahoe Boulevard
P.O. Box 9428
South Lake Tahoe, CA 95731
916/544-3481

☐ Victorville Branch Office
15371 Bonanza Road
Victorville, CA 92392-2494
619/241-6583

☐ COLORADO RIVER BASIN REGION (7)
73-271 Highway 111, Suite 21
Palm Desert, CA 92260
619/346-7491

☐ SANTA ANA REGION (8)
6809 Indiana Avenue, Suite 200
Riverside, CA 92506
714/782-4130 (8-632)

☐ SAN DIEGO REGION (9)
9771 Clairemont Mesa Blvd., Suite B
San Diego, CA 92124-1331
619/265-5114 (8-636)

OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET
SACRAMENTO, CA 95814

DATE: June 28, 1989

TO: Reviewing Agencies

RE: The City of Tulare Planning Department's NOP for
General Plan Amendment 88-02
SCH# 89062606
89

Attached for your comment is the City of Tulare Planning Department's Notice of Preparation of a draft Environmental Impact Report (EIR) for the General Plan Amendment 88-02.

89

Responsible agencies must transmit their concerns and comments on the scope and content of the EIR, focusing on specific information related to their own statutory responsibility, within 30 days of receipt of this notice. We encourage commenting agencies to respond to this notice and express their concerns early in the environmental review process.

Please direct your comments to:

Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, CA 93274

with a copy to the Office of Planning and Research. Please refer to the SCH number noted above in all correspondence concerning this project.

If you have any questions about the review process, call John Keene at 916/445-0613.

Sincerely,

A handwritten signature in dark ink, appearing to read 'David C. Nunenkamp', followed by a large, stylized flourish.

David C. Nunenkamp
Chief
Office of Permit Assistance

Attachments

cc: Mark S. Kielty

CONTENTS

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I. INTRODUCTION

The Final Environmental Impact Report for the Tulare General Plan Update consists of two volumes: (1) the Draft EIR, which was distributed for public review and comment on February 10, 1993, and (2) this Final EIR Attachment. In conformance with Section 15132 of the California Environmental Quality Act (CEQA) Statutes and Guidelines (1992), this attachment includes the following components which, together with the Draft EIR, comprise the Final EIR for Tulare General Plan Update:

- (a) A list of persons, organizations, and agencies commenting during the Draft EIR public review period;
- (b) Comments and recommendations received during the Draft EIR public review period in both summary (index) and verbatim form;
- (c) The responses of the City of Tulare (the Lead Agency) to significant environmental points raised in the Draft EIR public review period; and
- (d) An Errata section which includes EIR text revisions made in response to public comments on the Draft EIR.

Certification of this Final EIR by the City must occur prior to any final action by the City on the proposed General Plan Update (new *Land Use Element* and *Circulation Element*).

D. PRIVATE INDIVIDUALS AND ORGANIZATIONS

Building Industry Association of Tulare/Kings Counties (2)*

Richard Gregg, Terra Company, Tulare (3)

Don Manro, 693 East Kern Avenue, Tulare (7)*

Jim W. Robinson, L.S., Knopf Engineering, Inc., Tulare (4)

Ron Roche, Broker; John K. Benevedes, Property Owner; Pat Benevedes, Property Owner;
Diamond Realty, Tulare (6)

Randy Tafoya, 151 North "C" Street, Tulare (11)

III. RESPONSES TO COMMENTS ON THE DRAFT EIR

Under CEQA guidelines, after completion of the Draft EIR, the City of Tulare (i.e., the Lead Agency) is required to consult with and obtain comments from other public agencies having jurisdiction by law with respect to the General Plan Update, and to provide the general public with opportunities to comment on the Draft EIR. The City is also required to respond in writing to substantive environmental points raised in this Draft EIR review and consultation process.

The Draft EIR (DEIR) was distributed for public review and comment on February 10, 1993. The required 45-day public review period on the DEIR ended on March 16, 1993; however, the public review period was extended to April 16, 1993 by the City.

During the Draft EIR public review period, comments on the General Plan Update and the DEIR were received in the form of 15 letters submitted to the City. All 15 letters received are responded to in this chapter.

This Response to Comments chapter includes the following subsections:

- An **Index to comments** (section III.A) which lists the persons, organizations, and public agencies commenting on the General Plan Update and DEIR during the DEIR public review period, identifies the significant environmental points addressed in their comments, and indicates by code where the written responses of the Lead Agency (City of Tulare) to these comments are provided in this chapter.
- A **responses to comments** section (section III.B), which includes copies of all letters and memos received during the DEIR public review period, and the response of the Lead Agency to significant environmental comments and recommendations included in these letters and memos. Each pertinent written comment is coded in the right margin of the letter or memo. Responses of the Lead Agency to the various coded comments follow each letter.

A. INDEX TO COMMENTS

The following index is provided to assist readers in identifying what General Plan Update and DEIR issues were commented upon by whom during the DEIR public review period, and where responses to these comments can be found in this document. The comment "code" refers to the corresponding verbatim comment and written response of the Lead Agency, which can both be found in section IV of this attachment.

Letter

No.	Name/Agency/Date	Code	EIR Issues
1.	Ned F. Kehrli, Superintendent, Tulare Joint Union High School District; Bill Postlewaite, Superintendent, Tulare City Schools; 2-17-93	--	No comments on EIR adequacy. (Commented that they found no mention of public schools in the plan. Request revision to draft plan to address K-12 and adult education needs.)
2.	Robert J. Keenan, Exec. V.P., Building Industry Assoc. of Tulare/Kings Counties; 3-5-93	2.01	Take exception to Section C <u>Mitigation Measures</u> (p. 118) re: schools, based on SB 1287, which limits city and school district abilities/responsibilities to halt development based on school needs or CEQA. Court has affirmed that legislature has mandated that development takes precedence over the adequacy of school facilities.
		2.02	EIR should reflect that full mitigation is \$2.65 per sq. ft. on residential and \$0.27 per sq. ft. on commercial and industrial to the exclusion of all local measures on the subject.
3.	Richard Gregg, Terra Company, Tulare; 3-18-93	--	No comments on EIR adequacy. Requests that lands with which they are involved along both sides of Cartmill between Hillman and Hwy. 99 be kept Regional Commercial, rather than changing to Urban Residential and Business Park. Propose Regional Commercial to a depth of 660 feet on each side of Cartmill, with Urban Residential behind.
4.	Jim W. Robinson, L. S. Knopf Engineering, Inc.; 3-15-93	--	No comments on EIR adequacy. Requests that general plan designation of portion of property along Tulare Drive be changed to Commercial.
5.	Stephen E. Oliva, Acting Environmental Program Coordinator, State Department of Conservation; 3-19-93	5.01	DEIR should be consistent regarding the amount of vacant/agricultural land to be lost and should quantify the amount of prime farmland.
		5.02	DEIR statements may be inconsistent re: loss of countywide agricultural productivity (called insignificant) vs. loss of prime farmland (called significant).

- | | |
|--|--|
| | <p>5.03 Information requested re: acreage designated in plan for agricultural purposes and current vs. proposed agricultural acreages.</p> |
| | <p>5.04 Impact of decreased area of agricultural designation should also be discussed.</p> |
| | <p>5.05 Implications of plan for adjacent Williamson Act (agricultural preserve) lands should be discussed.</p> |
| | <p>5.06 Relationship of plan to other adopted plans in Tulare Co. should be discussed, including adopted agricultural policies of the County (Rural Valley Lands Plan).</p> |
| | <p>5.07 Urban reserve designation seems to conflict with intent of agricultural designation (comment does not pertain to EIR adequacy).</p> |
| | <p>5.08 Land Use Element issues and policies re: protecting agricultural uses in City should also be discussed in EIR.</p> |
| <p>6. Ron Roche, Broker;
John L. Benevedes,
Property Owner; Pat
Benevedes, Property
Owner; Diamond Realty;
3-23-93</p> | <p>-- No comments on DEIR adequacy. Requests that their property at southeast corner of Cartmill/West St. be included in Tulare Urban Development Area boundary line.</p> |
| <p>7. Don Manro, 693 East
Kern Avenue, Tulare;
3-24-93</p> | <p>7.01 Expand discussion of agricultural impacts to include cumulative impacts of urbanization on farming through region.</p> <p>7.02 Include analysis of relative impacts of extending Urban Reserve line east of Mooney and north of Cartmill, rather than using these two routes as buffers.</p> |

- 7.03 No mitigation measures suggested to reduce agricultural resource impacts.
- 7.04 Alternative B would help mitigate impacts in all categories while still providing for maximum expected population growth. "Residential Planning Agenda" discussion misleading in this regard.
- 7.05 Computation of lands available for housing excluded 1,830 acres of vacant, residentially zoned land within present city limits. This error brought to city's attention in Manro letter dated 1-6-92.
- 7.06 No finding of mitigation infeasibility would be legally justified as long as urban reserve lines are so grossly exaggerated.
- 7.07 Lack of feasible mitigation is a ludicrous concept in such a program EIR situation where alternatives can be easily incorporated for the purpose of mitigation.
- 7.08 State General Plan Guidelines suggest growth management methods. Given quantity of vacant land within city limits, there is no justification for finding of unavoidable significant impacts.
- 7.09 The EIR should explain the need for a statement of overriding considerations to decision makers.
- 7.10 Purpose of *Circulation Element* is to mitigate impacts of urban growth. Plan is entirely inadequate for mitigating transportation impacts for most important routes in the City.
- 7.11 Bicycle routes designated without considering bicycle safety; designated routes worse than inadequate . . . a hoax.
- 7.12 Proposed expansion of Hwy. 137 violates Street System Objective (j) and is inconsistent with street system Policy 17.

- 7.13 Air Quality section should include short discussion of health impacts related to ozone and PM10 exposure.
- 7.14 No evaluation of District status in meeting mandatory 5 percent annual reduction requirement for non-attainment emissions/precursors.
- 7.15 Data in Table 22, p. 147, are eight years out of date.
- 7.16 Regional impacts section should include evaluation of district's attainment plan likelihood of attaining its objectives given basin population growth rate and failure of previous plan.
- 7.17 Local and regional groundwater overdraft should be discussed (City-stated reason to consider alternative sources of domestic water in the future).
- 7.18 Water quality impacts and associated treatment economic impacts related to depleting aquifers or utilization of surface water have not been assessed. (Chlorination adversely impacts human health and aesthetics.)
- 7.19 No discussion of impacts on wildlife mitigation corridor due to urban development designations north of the City.
- 7.20 Maximum allowable school fees do not cover construction costs of needed new school facilities. Discussion should mention Mello-Roos funding and Senate Bill 1287 (9-30-92)
8. Marc Birnbaum, Chief,
Advance Planning and
Program Development,
Caltrans District 6; 3-12-93
- 8.01 Buildout should be modeled for 2020 rather than 2010. A 2020 model exists for Tulare Co.
- 8.02 Under CEQA, word "should" is not mitigation; p. 164, first section re: Traffic Fee should be changed from "should" to "will"; same with p. 170, first sentence under Freeway Improvements.

- | | |
|--|--|
| <p>9. Christine Kinne, Acting Deputy Director, Permit Assistance, State Office of Planning and Research; 4-26-93</p> | <p>9.01 Administrative notice that city has complied with State Clearinghouse review requirements for draft environmental documents, pursuant to CEQA.</p> |
| <p>10. Ray Borton, Sr. Agricultural Economist, Agricultural Statistics Branch, State Dept. of Food and Agriculture; 4-1-93</p> | <p>10.01 Draft presents admirable goals, objectives, and policies; how will they be implemented?</p> <p>10.02 EIR should recognize fact that conversion of vacant lands designated for urban uses which are currently in agricultural use will have an impact on Tulare (EIR section IV.A., p. 41).</p> <p>10.03 Request reassurance that CDFA recommendations for what needs to be included in future project EIRS within the planning area be heeded.</p> |
| <p>11. Randy Tafoya, 151 North "C" Street, Tulare; 4-7-93</p> | <p>-- No comments on EIR adequacy. Requests that zoning for property be changed to R-2 to allow construction of multi-family housing.</p> |
| <p>12. LAFCO Staff, Tulare County Local Agency Formation Commission; 4-13-93</p> | <p>12.01 Page 30 from first LUE draft (11-91) is missing from new Draft LUE; assume that original wording regarding discovering urban uses outside URL is still part of LUE.</p> <p>12.02 URL beneficial contribution towards compact and contiguous urban form.</p> <p>12.03 Following city adoption of LUE (General Plan Amendment), LAFCO will consider Sphere of Influence Amendment for City.</p> <p>12.04 Either the Urban Development Boundary to be adopted by the County following City adoption of the new LUE, or the Urban Reserve Line proposed by the City may be found by LAFCO to constitute an appropriate Sphere of Influence line (20-year development boundary). Since LUE and CE updates will have useful life of only 10 to 12 years after ultimate adoption, the sphere may be designated as a larger boundary.</p> |

- 12.05 The Urban Reserve Line is too small to function as a Sphere of Influence Boundary but the existing Sphere boundary is much larger than necessary.
- 12.06 The program EIR should include specific language which allows LAFCO to legally consider the annexation of territory.
- 12.07 It is recommended that the City adopt Alternative B described on pages 175-177 of the EIR.
- 12.08 LAFCO should be added to the list of Organizations and Persons Contacted.
13. Joe O'Bannon,
Environmental Planner,
Southern Region, San
Joaquin Valley Unified Air
Pollution Control District;
4-14-93
- 13.01 The General Plan Amendment includes many features which will have beneficial impacts on air quality. However, these could be strengthened.
- 13.02 It is unclear how the City will implement its commitment to minimizing environmental impacts.
- 13.03 Policies supporting high density are based on the needs of senior citizens rather than for support of mass transit.
- 13.04 The Update does not include specific goals, objectives, or policies relating to air quality in the discussion of commercial land use.
- 13.05 There are no objectives or policies relating to air quality in the discussion of industrial land use.
- 13.06 The District supports proposed policies relating to pedestrian access from residential tracts but would like to see specific policies promoting public transit.
- 13.07 The District would like to see specific policies related to implementation of a bike plan beyond those objectives included in the proposed *Circulation Element*.
- 13.08 The District concurs with the *Circulation Element* section on TSM/TDM.

- 13.09 The SJVUAPCD also has responsibility for activity related mobile emissions.
- 13.10 State air quality standards preceded the passage of the California Clean Air Act.
- 13.11 State standards for carbon monoxide designate an area as a non-attainment with the first exceedance of the standard.
- 13.12 Incorrect reference to Tulare County Air Pollution Control District should be SJVUAPCD.
- 13.13 Addition of several mitigations for construction-related dust impacts.
- 14. Dave Bryant, Manager, Countywide Planning Division, Tulare County Planning and Development Department; 4-16-93
 - 14.01 The EIR should discuss the measures the City intends to take to offset the growth-inducing effect of residential development adjacent to agricultural lands.
- 15. Marc Birnbaum, Chief, Advanced Planning and Program Development; 4-16-93
 - 15.01 Caltrans should be contacted to discuss proposed one-way couplet for State Route 137.
 - 15.02 The recommended modifications at Prosperity, Cartmill, and Paige are currently the subject of Project Study Reports. Cross Avenue overcrossing is not a problem for existing state highway facilities.
 - 15.03 The recommended interchange modifications at Tulare Avenue and Avenue 200 will be covered by future PSRs. M Street, Alpine, and Goodin overcrossings should not be a problem.

B. COMMENTS AND RESPONSES

Reproductions of letters received during the DEIR public review period are included in the following section. Each letter is immediately followed by the Lead Agency's response to substantive comments therein pertaining to the adequacy of the DEIR. Comments and responses are correlated by code numbers added to the margins of each letter.

TULARE JOINT UNION HIGH SCHOOL DISTRICT

426 NORTH BLACKSTONE • TULARE, CALIFORNIA 93274-4498

TELEPHONE (209) 688-2021

FAX (209) 685-8286

February 17, 1993

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ASSISTANT SUPERINTENDENT
INSTRUCTION
JANIS LEHMANN
DIRECTOR OF STATE &
FEDERAL PROGRAMS

Mr. Kirk E. Lindsay
Planning Director
City of Tulare
411 E. Kern Avenue
Tulare, CA 93274

Dear Kirk,

We have reviewed the draft version of the Tulare General Plan Land Use and Circulation document and wish to offer a few thoughts on its contents.

In the Introduction on page 1, you allude to the document being a statement of the community's vision of its ultimate physical development and a "blueprint" for stability. On the same page in section B, it mentions the City's intentions to continue to promote those qualities which make Tulare a desirable place to live and work - to be a full service city with adequate public services and infrastructure, etc.

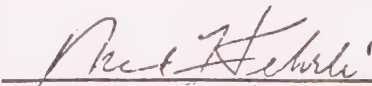
We applaud this vision, but find no mention of the public schools in the plan. The public schools in Tulare serve approximately 11,000 students daily, which is nearly one-third of the populace.

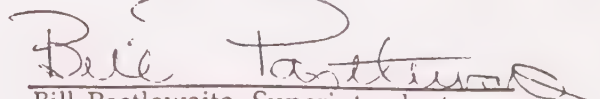
Both the Tulare Joint Union High School District and the Tulare City Schools believe that the General Plan ought to recognize that schools are a vital part of a community's infrastructure and that we, as a community, are committed to providing a quality education program for our youth.

We are requesting that you consider a revision to the draft plan that addresses the area of K-12 and adult education, and we would be most receptive to provide any assistance you might need to accomplish this task.

The General Plan document your office has prepared is most impressive and represents a great deal of work. Please give our thoughts your serious consideration as you move toward finalization of the project.

Respectfully,


Ned F. Kehrl, Superintendent
Tulare Jt. Union High School District


Bill Postlewaite, Superintendent
Tulare City Schools

cc Lynn Dredge

1. Ned F. Kehrl, Superintendent, Tulare Joint Union High School District; Bill Postlewalte, Superintendent, Tulare City Schools; 2-17-93

These comments do not directly relate to the adequacy of the Draft EIR. Comments pertain to need for plan update to address K through 12 and adult education facility needs.

(Contrary to this comment, public school conditions and needs are discussed and provided for throughout the proposed *Land Use Element* (LUE) and Draft EIR. The LUE includes goals, objectives, and policies pertaining to school needs on pages 87, 88, 89, and 105. In addition, the proposed *Land Use Map* includes conceptual "proposed" locations for elementary, junior high, and high school sites. Also, the Draft EIR includes thorough and adequate discussion of school impacts and mitigation needs on pages 19, 20, and 113 through 118.)



Building Industry Association of Tulare/Kings Counties

315 West Oak Street, Visalia, CA 93291

Phone (209) 625-5447 - Fax (209) 625-2690



March 5, 1993

Board of Directors

Executive Comm.

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Smee Builders

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Visalia Community Bank

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Chicago Title Co.

Greg Woodard

Sunstar Homes

Art Zschau

Bank of the Sierra

Robert J. Keenan,

Executive Vice President

Kirk Lindsey
CITY OF TULARE-PL&BLDG DIRECTOR
411 E. Kern
Tulare, CA 93274

Dear Kirk:

In response to the Draft Environmental Impact Report of the proposed Tulare General Plan Update, we have the following concerns.

In reference to the section on Tulare schools, page 113 et al, we take exception to Section C Mitigation Measures (page 118). It has been our belief that passage of SB1287, and the subsequent opinion of the State Legislative Counsel, plainly settled the question of school mitigation and limited the cities and school district's ability or responsibility to halt development based on school needs or CEQA.

2.01

We submit as further strength to our position, the California Fourth District Court of Appeals February 17th decision in the case of the Corona-Norco Unified School District v. City of Corona, et al. Nos. E011026 and E011027.

The Court clearly affirmed that local agencies are barred from denying approval of a development project under CEQA or the Subdivision Map Act on the basis of school facility inadequacies.

Furthermore, the Court affirmed that the Legislature clearly mandated that development takes precedence over the adequacy of school facilities.

We suggest that your EIR reflect the fact that full mitigation is the \$2.65 per sq. ft. on residential and \$.27 on commercial and industrial construction and that the State Legislature occupies the subject matter of mandatory development fees and other development requirements for school facilities finance to the exclusion of all local measures on the subject.

2.02

Sincerely,


Robert J. Keenan
Executive Vice President

wks\bia\lndsy.ltr

Education

■ School district cannot obtain rescission of tentative tract map approvals based on inadequate school facilities.

The C.A. 4th has determined that a school district could not attempt to set aside a city's approval of two tentative tract maps for residential development projects.

W. & J. Cole Family Trust and Janace Cole owned a 10-acre tract of land in Corona that they wished to develop into 33 single-family homes. Corona granted approval of a tentative tract map for the project and adopted a mitigated negative declaration. Rick Hughes, Hughes Development Properties, William and Patricia Stein, and Henson Bush Partnership owned a 29-acre tract of land in Corona that they proposed to develop into 55 single-family homes. The city also granted approval of a tentative tract map for them and adopted a mitigated negative declaration. The Corona-Norco Unified School District petitioned for writs of mandate to rescind the approvals of these two tentative tract maps, alleging that the tentative tract maps were inconsistent with the city's general plan and the city's environmental review of the projects was inadequate. The District was concerned that the maps had been approved " 'without appropriate financing mechanisms for required school facilities' " and had not incorporated " 'sufficient terms and conditions to assure that adequate school facilities will be provided.' " The developers and the city demurred to the petitions. The demurrers were sustained without leave to amend.

The C.A. 4th affirmed. Government Code Section 66473.5 requires a local agency to deny a development project unless it is consistent with the general plan. However, Government Code Section 65996 bars a local agency from denying approval of a development project under the California Environmental Quality Act or the Subdivision Map Act on the basis of inadequate school facilities. Since Section 65996 is the more specific statute, it prevails over Section 66473.5. "[T]he Legislature has clearly mandated that development takes precedence to the adequacy of school facilities."

Corona-Norco Unified School District v. City of Corona (W. & J. Cole Family Trust), C.A. 4th, Nos. E011026 and E011027, Feb. 17, 1993, by Dabney, J.

The full text of this case appears in the Daily Appellate Report on page 3249.

ORDER

Cite as 93 Daily Journal D.A.R. 3249

CORONA-NORCO UNIFIED SCHOOL DISTRICT,

Plaintiff and Appellant,

v.

CITY OF CORONA, et al.,
Defendants and Respondents.

W. & J. COLE FAMILY TRUST, et al.,
Real Parties in Interest and
Respondents.

No. E011026
Super.Ct.No. 215064

CORONA-NORCO UNIFIED SCHOOL DISTRICT,

Plaintiff and Appellant,

v.

CITY OF CORONA, et al.,
Defendants and Respondents.

No. E011027
Super.Ct.No. 215338
California Court of Appeal
Fourth Appellate District
Division Two
Filed February 17, 1993

THE COURT:

A request having been made to this court pursuant to rule 978 of the California Rules of Court for publication of a nonpublished opinion heretofore filed in the above-entitled matter on February 17, 1993, and it

appearing that the opinion meets the standard for publication as specified in rule 976 of the California Rules of Court.

IT IS ORDERED that said opinion be certified for publication pursuant to rule 976(b)(2) and (3), California Rules of Court.

Dabney, Acting P.J.

We concur:

Hollenhorst, J.
McKinster, J.

EDUCATION

School District Cannot Obtain Recission Of Tentative Tract Map Approvals Based on Inadequate School Facilities

Cite as 93 Daily Journal D.A.R. 3250

CORONA-NORCO UNIFIED SCHOOL
DISTRICT,

Plaintiff and Appellant,

v.

CITY OF CORONA, et al.,
Defendants and Respondents,

W. & J. COLE FAMILY TRUST, et al.,
Real Parties in Interest and
Respondents.

No. E011026

Super.Ct.No. 215064

CORONA-NORCO UNIFIED SCHOOL
DISTRICT,

Plaintiff and Appellant,

v.

CITY OF CORONA, et al.,
Defendants and Respondents.

No. E011027

Super.Ct.No. 215338
California Court of Appeal
Fourth Appellate District
Division Two
Filed February 17, 1993

APPEAL from the Superior Court of Riverside County. Ronald T. Deissler, Judge. Affirmed.

Parker, Covert & Chidester, Clayton H. Parker, Spencer E. Covert and Jonathan J. Mott for Plaintiff and Appellant.

Best, Best & Krieger, Barton C. Gaut and Brant H. Dveirin for Defendants and Respondents.

Pillsbury Madison & Suto, Ronald E. Van Buskirk, Walter R. Allan, Robert L. Klotz, and David S. Winton, for Real Parties in Interest and Respondents.

In these companion cases, consolidated for appeal, the Corona-Norco Unified School District (District) sought writs of mandate to compel the City of Corona and its City Council (collectively, City) to rescind approvals of tentative tract maps for two residential development projects. The District contended the tentative tract maps were inconsistent with the City's general plan and violated the California Environmental Quality Act (CEQA), Public Resources Code section 21000 et seq. The trial court sustained general demurrers to the petitions without leave to amend. On appeal, the District contends the petitions should have survived demurrer because the projects were inconsistent with the City's general plan, and the City's environmental review of the proposed projects was inadequate.

FACTUAL AND PROCEDURAL BACKGROUND

The Parties. The District is the public school district responsible for providing public education and school facilities in Corona and adjacent areas.

The City of Corona is the local government entity charged with the planning and zoning of residential, commercial, and industrial development in Corona. The City Council is the legislative body of the City of Corona. The City has adopted a general plan for local development.

Real parties in interest W. & J. Cole Family Trust and Janace D. Cole (collectively, Cole) are the owners and developers of a 10-acre tract of undeveloped land in Corona. The City granted approval of a tentative tract map to construct 33 single-family homes on the tract and adopted a mitigated negative declaration as to the project. The District imposed a fee of \$1.58 per square foot of new construction for school facilities.¹

The Petitions for Writ of Mandate. In its petitions for writ of mandate, the District contended the City was required to deny approvals of the tentative tract maps because they were inconsistent with the City's general plan. The petitions alleged that the maps had been approved "without appropriate financing mechanisms for required school facilities" and without "incorporat[ing] sufficient terms and conditions to assure that adequate school facilities will be provided."

The general plan provides, among other things, that new residential development must be coordinated with

available public infrastructure and services to avoid overburdening public services and facilities. With respect to schools, the general plan recommends a "District Sign-Off or Certification Sheet" that will indicate the adequacy of school operating capacity and other public services prior to city council approval of a final tract map."

The District alleged that the District's educational facilities were seriously overcrowded, the District was using year-round schooling and portable classrooms to make maximum use of its facilities, the District was unable to mitigate the adverse effects of the overcrowding, the proposed developments would have an adverse effect on the overcrowded facilities, the proposed developments would result in additional students requiring new classrooms and support facilities, the District lacked financial resources to mitigate the effects of the new development, state law limited developer fees for the District to \$1.58 per square foot of new residential construction, each new dwelling unit in the District exacerbated the overcrowding, state funding for new schools was unavailable, no voluntary developer contributions were in place, and the District estimated a shortfall of \$400,000 in its capital facilities needs after the development fees were collected for the proposed development.

The petitions also included a cause of action for violation of CEQA. The District alleged the City had failed to: (1) describe the adverse environmental impact of the developments on local school facilities and services; (2) address the cumulative impacts of these and other similar development projects; (3) describe feasible mitigation measures; (4) incorporate all feasible mitigation measures into the conditions of project approvals; (5) consider alternatives that would lessen the impacts; and (6) respond to public comments. The District also alleged the City had adopted findings that were not supported by substantial evidence in the record and which did not "bridge the analytical gap between the raw evidence and the conclusion" to approve the project. Finally, the District alleged the City had failed to adopt a statement of overriding considerations. All of the claimed inadequacies related to the anticipated impacts of the development projects on the provision of school facilities and services.

Cole, Hughes, and the City demurred to the petitions on the ground the petitions failed to state facts sufficient to constitute a cause of action. On the basis of Government Code² sections 65995 and 65996 and Murrieta Valley Unified School Dist. v. County of Riverside (1991) 228 Cal.App.3d 1212, the trial court sustained demurrers to the petitions without leave to amend.

DISCUSSION

Standard of Review. When we review the

sustaining of a demurrer, we determine whether the complaint alleged facts sufficient to state a cause of action. We accept as true all material facts properly pleaded in the complaint or petition. (Blank v. Kirwan (1985) 39 Cal.3d 311, 318.) The appellant has the burden to demonstrate how the complaint might be amended to state a cause of action. (Hendy v. Losse (1991) 54 Cal.3d 723, 742.) If there is no reasonable possibility the defect can be cured by amendment, the judgment must be affirmed. (Blank, supra, at p. 318.)

Statutory Background. A complex statutory scheme governs imposition of school facilities fees in connection with development approvals. In 1986, the Legislature enacted School Facilities Legislation (Stats. 1986, ch. 886-889, pp. 3057-3095) which, among other things, "address[ed] the types of mitigation requirements that the legislative body of a local agency can impose against a development project in order to alleviate the projected adverse impact that the project will have on school facilities." (William S. Hart Union High School Dist. v. Regional Planning Com. (1991) 226 Cal.App.3d 1612, 1618-1619, fn. 5.) The portions of the School Facilities Legislation relevant to this appeal include sections 53080, 65995 and 65996. The School Facilities Legislation preempts inconsistent local enactments. (§ 65995, subd. (e).)³

Section 53080, subdivision (a)(1) allows school districts "to levy a fee, charge, dedication, or other requirement against any development project within the boundaries of the district" to fund the construction of school facilities, "subject to any limitations set forth in Chapter 4.9 (commencing with Section 65996) of Division 1 of Title 7. . . ."⁴

Section 65995, subdivision (a) states, "Except for a fee, charge, dedication, or other requirement authorized under Section 53080, or pursuant to Chapter 4.7 (commencing with Section 65970), no fee, charge, dedication, or other requirement shall be levied by the legislative body of a local agency against a development project, as defined in Section 53080, for the construction or reconstruction of school facilities." (Emphasis added.)

Section 65996, subdivision (a) provides, "The following provisions shall be the exclusive methods of mitigating environmental effects related to the adequacy of school facilities when considering the approval or the establishment of conditions for the approval of a development project, as defined in Section 53080, pursuant to [CEQA]:

"(1) Chapter 22 (commencing with Section 17700) of Part 10 of the Education Code [the State School Building Aid Bond Law of 1962].

"(2) Chapter 25 (commencing with Section 17785) of Part 10 of the Education Code [the Emergency School Classroom Law of 1979].

"(3) Chapter 28 (commencing with Section 17870) of Part 10 of the Education Code [the California School

Finance Authority Act].

"(4) Article 2.5 (commencing with Section 39327) of Chapter 3 of Part 23 of the Education Code.

"(5) Section 53080 of the Government Code.

"(6) Chapter 2.5 (commencing with Section 53311) of Division 2 of Title 5 of the Government Code [the Mello-Roos Community Facilities Act of 1982].

"(7) Chapter 4.7 (commencing with Section 65970) of Division 1 of Title 7 of the Government Code [the School Facilities Act of 1977].

Section 65996 also states, "No public agency shall, pursuant to [CEQA] or [the Subdivision Map Act], deny approval of a project on the basis of the adequacy of school facilities." (§ 65996, subd. (b).)

Consistency Doctrine. Section 66473.5⁵ (part of the Subdivision Map Act [§ 66410 et seq.]) requires approvals of tentative maps to be consistent with the general plan. (See also § 66474.)⁶ The District argues the City should have denied the tentative tract map approvals because the tentative tracts were inconsistent with the general plan.

However, as noted above, section 65996 precludes a local agency from denying approval of a development project under CEQA or the Subdivision Map Act on the basis of inadequate school facilities.

On their faces, both sections 66473.5 and 65996 appear to govern this case. However, section 65996 (forbidding denial of a development project on the basis of inadequate school facilities) would lead to a result directly contrary to that indicated by section 66473.5 (requiring denial of a development project unless a finding is made of consistency with the general plan). In determining which provision shall prevail, our task is to determine the intent of the Legislature so as to effectuate the purpose of the law. (*DeYoung v. City of San Diego* (1983) 147 Cal.App.3d 11, 17-18.)

First, we note that section 66473.5 was adopted in 1974 and most recently amended in 1983. Section 65996 was enacted in 1986 and most recently amended in 1989. When the provisions of one statute are in irreconcilable conflict with those of another, the later enactment is deemed to have repealed any contrary provisions in the former. (*Santa Barbara Federation of Teachers v. Santa Barbara High School Dist.* (1977) 76 Cal.App.3d 223, 236.) Under this rule, the later enactment of section 65996 is deemed to have abrogated any contrary language in section 66473.5.

Moreover, a specific provision of a code will prevail as against a general provision, regardless of the dates of passage. A special act is considered an exception to the general statute. (*San Francisco Taxpayers Assn. v. Board of Supervisors* (1992) 2 Cal.4th 571, 577.)

Section 66473.5 deals with a general requirement of consistency between a development and a local general plan. However, section 65996 deals specifically with mitigation of impact on schools from development approvals. Thus, as the more specific statute, section

65996 creates an express exception to the general requirement of consistency. Section 65996 must prevail to the extent it is inconsistent with section 66473.5.

We recognize that the consistency doctrine is "the linchpin of California's land use and development laws; it is the principle which infused the concept of planned growth with the force of law." (*deBottari v. City Council* (1985) 171 Cal.App.3d 1204, 1213.) By our holding, we do not mean to diminish the importance of the consistency doctrine in the planning process. However, the Legislature has clearly mandated that development takes precedence to the adequacy of school facilities.

Despite the language of section 65996, the District contends that *William S. Hart Union School Dist.*, *supra*, 226 Cal.App.3d 1612 supports its position that the consistency doctrine required disapproval of the tentative tract maps. In *Hart*, developers sought a conditional use permit, zone change, local plan amendment, development agreement and subdivision tract map to enable them to develop vacant property. (*Id.*, at p. 1617.) The county approved the project over the objections of the local school district, and the school district sued to reverse the approvals on the ground the project did not comply with the county general plan. The trial court dismissed the complaint after sustaining a demurrer without leave to amend. On appeal, the court reversed, allowing the school district to amend its complaint.

However, *Hart* is distinguishable in that the type of approvals sought in that case included the legislative acts of a zoning amendment and general plan amendment. Courts have consistently held that inadequate school facilities may be the basis for local entities to deny legislative action. (*Hart, supra*, 226 Cal.App.3d at pp. 1621-1626; see also *Murrieta, supra*, 228 Cal.App.3d 1232-1234; *Mira Development Corp. v. City of San Diego* (1988) 205 Cal.App.3d 1201, 1217-1218.)

The *Murrieta* court explained that the sections 53080, 65995 and 65996 refer to "development project[s]";⁷ and the court construed this language to refer only to quasi-adjudicatory approvals such as tentative tract map approvals, conditional use permits, and the like. (*Murrieta, supra*, 228 Cal.App.3d at p. 1231.) Approval of a subdivision map is quasi-adjudicatory in nature. (*Arnel Development Co. v. City of Costa Mesa* (1980) 28 Cal.3d 511, 518-519.) Thus, the rationale of *Murrieta*, *Mira*, and *Hart* does not apply in the present case, when the only action sought was approval of a development project.

Statutory Basis for Consistency Doctrine. The District next attempts to avoid the effect of section 65996 by arguing that it applies only to the Subdivision Map Act, and the consistency doctrine has an independent basis in case law. (*Leshner Communications, Inc. v. City of Walnut Creek* (1990)

52 Cal.3d 531; deBottari, *supra*, 171 Cal.App.3d 1204.) Regardless of the origins of the consistency doctrine, it has been codified as part of the Subdivision Map Act at sections 66473.4 and 66474. (See generally, Youngblood v. Board of Supervisors (1978) 22 Cal.3d 644, 654-655.) We find no support in Leshner or deBottari for the proposition that the consistency doctrine is a common law rule that imposes a general duty apart from the statutes dealing with the same subject. The District's argument is unavailing.

Approval of Tentative Tract Map as a Legislative Act. The District argues that the approval of a tentative tract map, ordinarily a quasi-adjudicatory act, is transformed into a legislative act when it involves the breach of a duty set forth in a legislative enactment such as a general plan. However, the nature of the action, not the duty involved, determines whether an act is adjudicatory or legislative. Every adjudicatory action of a local agency necessarily implements legislative standards such as those expressed in a general plan. The District's position would eliminate the distinction between legislative and adjudicatory acts.

CEQA. CEQA requires a public agency to disclose potentially significant environmental effects even if such effects cannot be mitigated. The public agency must perform an initial study of the development project based on adequate information. (Citizens Assn. for Sensible Development of Bishop Area v. County of Inyo (1985) 172 Cal.App.3d 151.) The agency may approve a project that would produce significant environmental effects if those effects cannot be mitigated, but this can be done only after the completion of an environmental impact report. (See Pub. Res. Code, § 21002.1) The public agency must make findings about the feasibility of mitigation measures and must make a statement of overriding considerations. The District argues that no such report or findings were prepared in this case.

The gravamen of the District's CEQA claims is that the City had a duty, in conducting CEQA review, to impose conditions in addition to the section 53080 fee to lessen the alleged impacts of the development projects on local school facilities. This position must fail for the same reason the District's consistency argument fails: the District's position does not acknowledge the strict limitations on local agencies' powers in sections 65995 and 65996.

In Murrieta, this court held that a school district could state a cause of action for violation of CEQA when the environmental impact report for development which included a general plan amendment was alleged to be inadequate. (Murrieta, *supra*, 228 Cal.App.3d at p. 1234.) However, the distinction between a legislative act, such as a general plan amendment, and an adjudicatory or administrative act, such as a tentative tract map approval, was critical to the court's analysis of the CEQA issue just as it was to the court's analysis

of the consistency issue. Section 65996 explicitly applies to adjudicatory decisions regarding development projects, but not to legislative actions such as general plan amendments. (*Id.*, at p. 1231.)

In Hart, the court explained that section 65995 limits the right to challenge CEQA findings concerning the impact of a development project on school facilities: "[I]f the challenged findings concern the approval of the development project and relate to school overcrowding and mitigation of that overcrowding . . . then challenges to those findings would necessarily be limited because (1) section 65996 sets out the only mitigation measures that respondents could demand of real parties when considering approval of their proposed development project and (2) at the same time, it prohibits respondents from denying the development project on the basis of inadequacy of school facilities." (Hart, *supra*, 226 Cal.App.3d at p. 1628.)

Finally, we note that CEQA is not an independent source of public agency power. (Pub. Res. Code, § 21004.) Even if this court were to return the case for further CEQA analysis, the trial court could not require the City to impose additional mitigation conditions, nor could it require the City to set aside the project on the basis of inadequate mitigation, even if CEQA violations were found. Thus, we conclude the petitions failed to state a cause of action under CEQA.

DISPOSITION

The judgment is affirmed.

Dabney, Acting P.J.

We concur:

Hollenhorst, J.
McKinster, J.

1. Real parties in interest Rick Hughes, Hughes Development Properties, William and Patricia Stein, and Henson Bush Partnership I (collectively, Hughes) are the owners and developers of a 29-acre tract in Corona. The City granted approval of a tentative tract map to construct 55 single-family homes on the tract and adopted a mitigated negative declaration as to the project. The District imposed a fee of \$1.58 per square foot of new construction for school facilities. Hughes has not appeared in this appeal.

2. All further statutory references are to the Government Code unless otherwise indicated.

3. Section 65995, subdivision (c) states, "The Legislature finds and declares that the subject of the financing of school

2A

concern. For this reason the Legislature hereby occupies the subject matter of mandatory development fees and other development requirements for school facilities finance to the exclusion of all local measures on the subject."

4. All the time the tentative tract maps were approved, the fees were limited to \$1.58 per square foot of new residential construction. (§ 65995, subd. (b).)

5. "No local agency shall approve a tentative map, . . . unless the legislative body finds that the proposed subdivision, together with the provisions for its design and improvement, is consistent with the general plan required by Article 5 (commencing with Section 65300) of Chapter 3 of Division 1, . . ." (§ 66473.5.)

6. "A legislative body of a city or county shall deny approval of a tentative map, . . . if it makes any of the following findings:

"(a) That the proposed map is not consistent with applicable general and specific plans as specified in Section 65451." (§ 66474.)

7. Section 53080, subdivision (a)(2) states, "For purposes of this section, 'development project' means any project undertaken for the purpose of development, and includes a project involving the issuance of a permit for construction or reconstruction, but not a permit to operate." Sections 65995 and 65996 incorporate this definition.

ATTORNEYS

*Court Has Jurisdiction to Impose
Sanctions Against Attorney
Who Isn't of Record But Represents Party*

Cite as 93 Daily Journal D.A.R. 3254

BRIAN PAUL RUSH,
Plaintiff and Respondent,
v.
DIETER WEINZETTL et al.,
Defendants.

HENRY W. BOCKMAN,
Real Party in Interest
and Appellant.

2d Civil No. B065394
Super. Ct. No. 113383

Ventura County
California Court of Appeal
Second Appellate District
Division Six
Filed March 11, 1993

An attorney who is not of record files a motion on behalf of a party in an action. Does the trial court have jurisdiction to impose sanctions against such an attorney? Yes, because he represents a party even though he is not attorney of record.

Attorney Henry W. Bockman appeals an order imposing \$500 sanctions against him under Code of Civil Procedure section 128.5.¹ Here, the trial court had jurisdiction to impose sanctions, but we do not decide the merits of the appeal. Instead, we dismiss the appeal because section 904.1, subdivision (k) does not permit interim appellate review of monetary sanctions less than \$750 imposed against a party or his attorney.

FACTS

Plaintiff Brian Rush suffered personal injuries in an automobile collision in Thousand Oaks on February 1, 1990. On October 12, 1990, his mother, as guardian ad litem, brought an action for negligence against defendant Dieter Weinzettl. Attorney George N. Nicoletti represented the Rushes.

Nearly eight months later, the Rushes dismissed Nicoletti as their attorney. Mrs. Rush signed a substitution of attorney form and became a plaintiff in propria persona.

By a written agreement, Mrs. Rush employed attorney Henry W. Bockman to represent her and her son. Neither Mrs. Rush nor Bockman executed a written substitution of attorney for the court, however.

Shortly thereafter, Bockman filed a motion with the court seeking to file an amended complaint and an order declaring attorney Nicoletti was not entitled to a lien upon the Rushes' recovery. Bockman also sought court approval of his representation of the Rushes and his fee agreement with them. He appeared at a court hearing to argue these motions. Nicoletti retained an attorney to represent him and resisted Bockman's motion, insisting he was entitled to some recompense.

The trial judge denied Bockman's motion, without prejudice, because Bockman had not yet become counsel of record. The judge stated: "[Y]ou cannot file any document in this action purporting to represent anyone since you have no standing to do so." Upon request of Nicoletti, the trial judge then imposed sanctions of \$500 against Bockman pursuant to section 128.5. Bockman appeals this order.

DISCUSSION

I.

2A



REAL ESTATE
MARKETING AND
DEVELOPMENT

Phone (209) 686-3885
438 North 'M' Street
Tulare, California 93274

TO: MR. KIRK LINDSAY
PLANNING DEPARTMENT
CITY OF TULARE

DATE: MARCH 18, 1993

REGARDS: TULARE LAND USE MAP-1993 UPDATE

AS YOU KNOW OUR COMPANY IS HEAVILY INVOLVED IN THE COMMERCIAL DEVELOPMENT OF PROPERTIES LOCATED ALONG CARTMILL AVENUE BETWEEN FREEWAY 99 AND HILLMAN AVENUE. THUS, WE HAVE AN INTEREST IN THE LAND USE MAP UPDATE. THE MAP PRESENTLY SHOWS URBAN RESIDENTIAL AND BUSINESS PARK ZONING ON BOTH SIDES OF CARTMILL AVENUE WEST OF HILLMAN AVENUE. A MORE PROPER ZONING FOR THESE PROPERTIES WOULD SEEM TO BE A CONTINUATION OF THE REGIONAL COMMERCIAL ZONING AS IS SHOWN FOR PROPERTIES IMMEDIATELY TO THE EAST OF THE FREEWAY. WE PROPOSE THAT REGIONAL COMMERCIAL BE DESIGNATED TO A DEPTH OF 660 FT ON EACH SIDE OF CARTMILL AND URBAN RESIDENTIAL BE DESIGNATED BEHIND THE 660 FT LINE. WE REQUEST THAT THIS CHANGE BE MADE TO THE REVISED LAND USE MAP.

THANK YOU FOR YOUR CONSIDERATION.

APPROVED:

APN 149-010-37 Henry Pruitt ^{"Corky"} ANDERSON

APN 149-010-38 Henry Pruitt ANDERSON

149-c.c.-52 }
APN 149-020-53 Henry Pruitt ^{"Corky"} ANDERSON

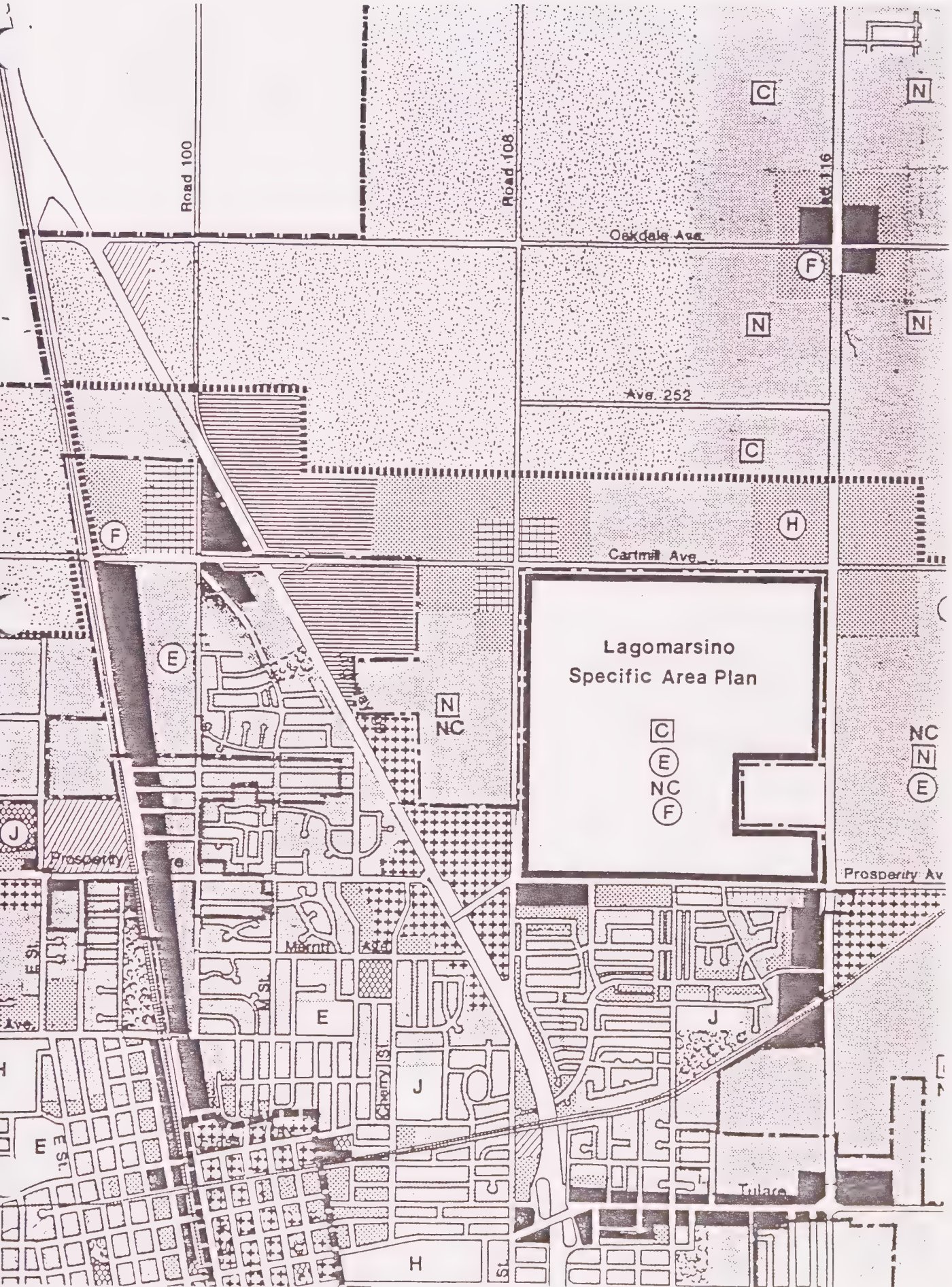
APN 149-020-42 William C. Hahesy HAHESY

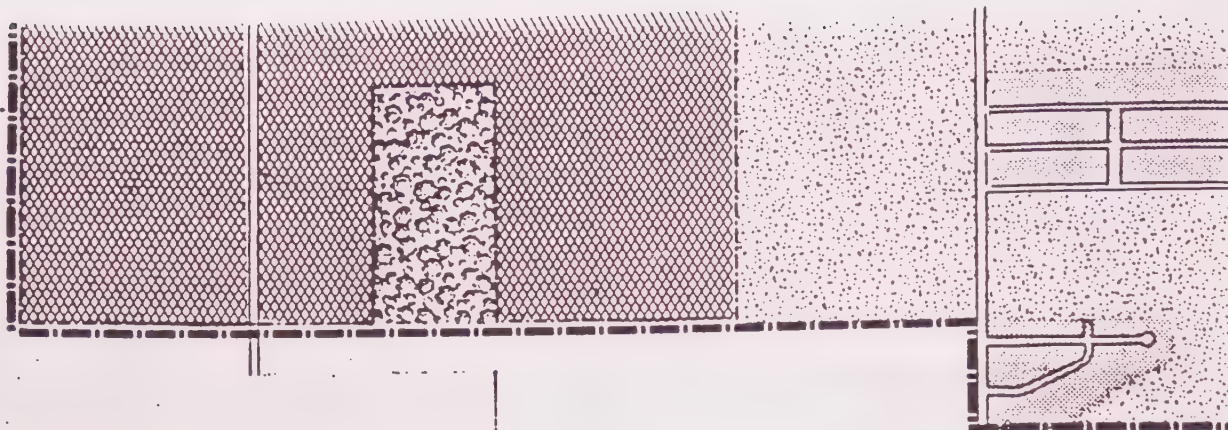
SIGNED:

Dick G

RICHARD GREGG

NOTE2





LEGEND

Residential

 Suburban

 Urban

Commercial

 Community

 Regional

 General

NC Neighborhood


 Office/
Business Park

 Industrial

 Public &
Institutional

 Parks &
Recreation

 Agriculture

 Open Space

School

 Existing

○ Proposed

E Elementary

J Junior High

H High

Proposed Park

 Neighborhood

 Community

 Major Urban

Fire Station

 Existing

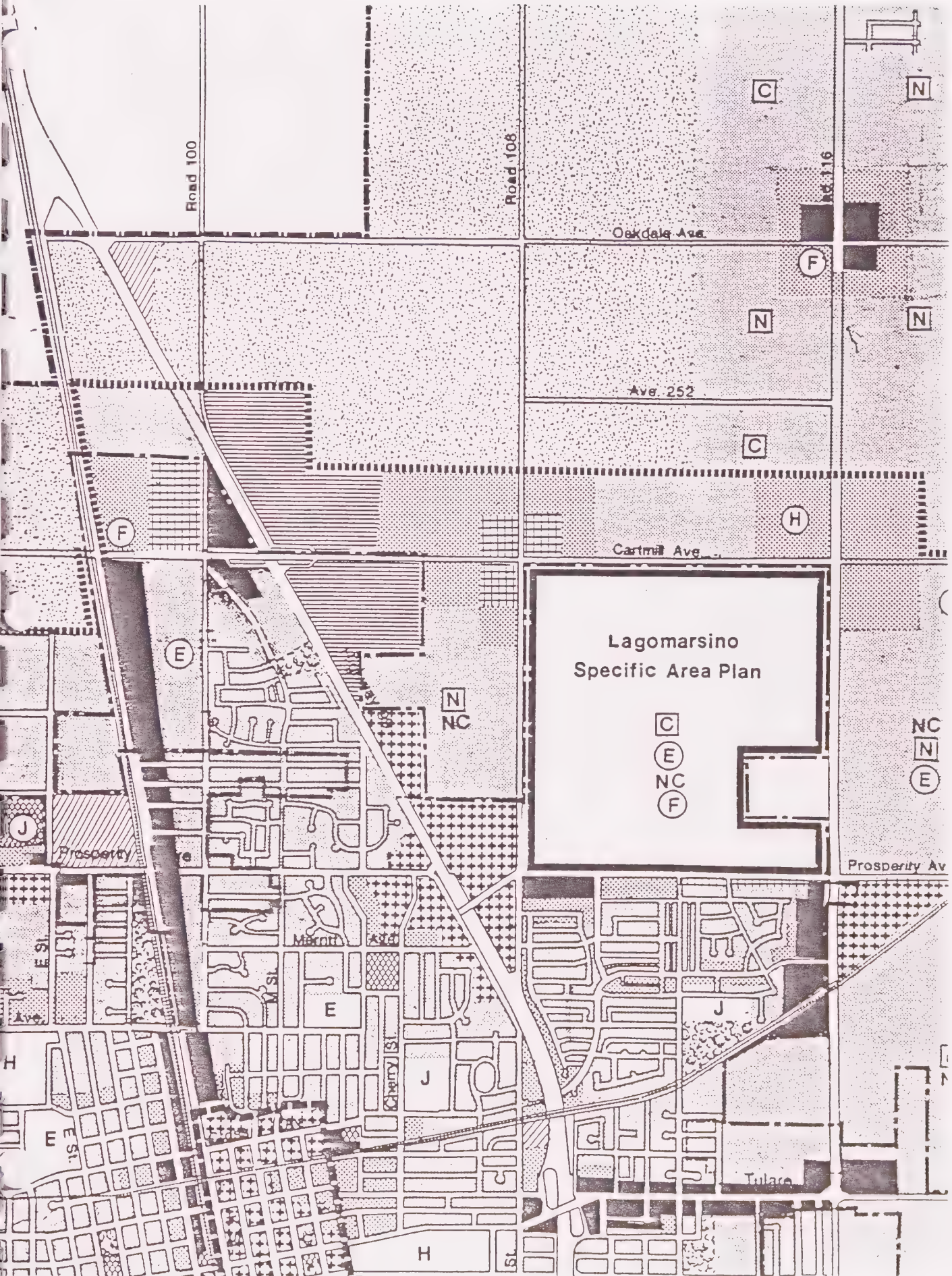
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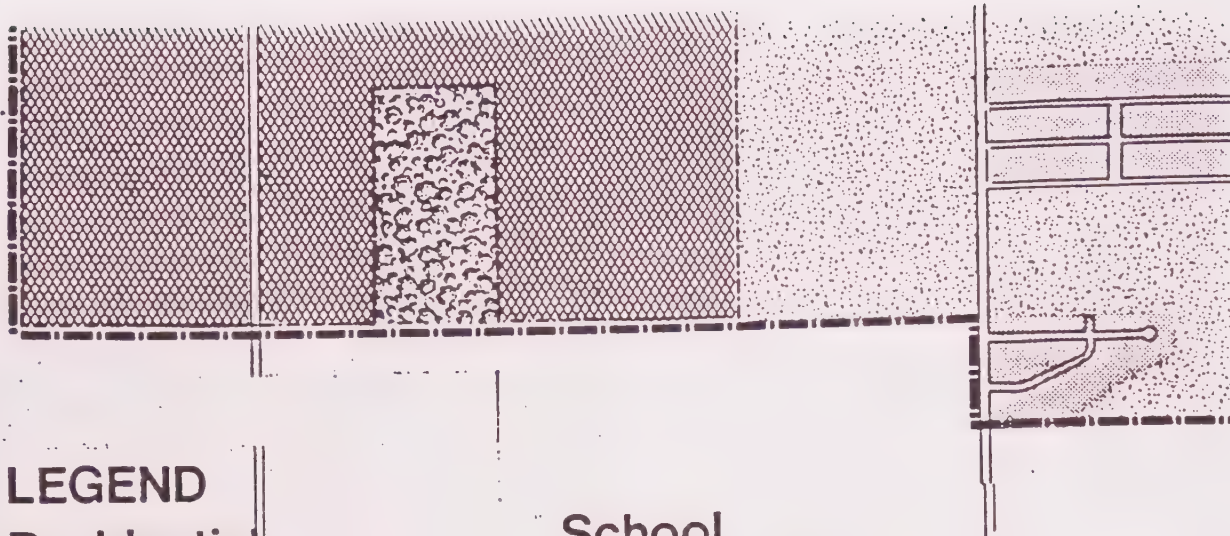
..... Urban Reserve
Line

--- Planning Area
Boundary

--- City Limits

--- Downtown Precinct
Boundary





LEGEND

Residential

 Suburban

 Urban

Commercial

 Community

 Regional

 General

NC Neighborhood


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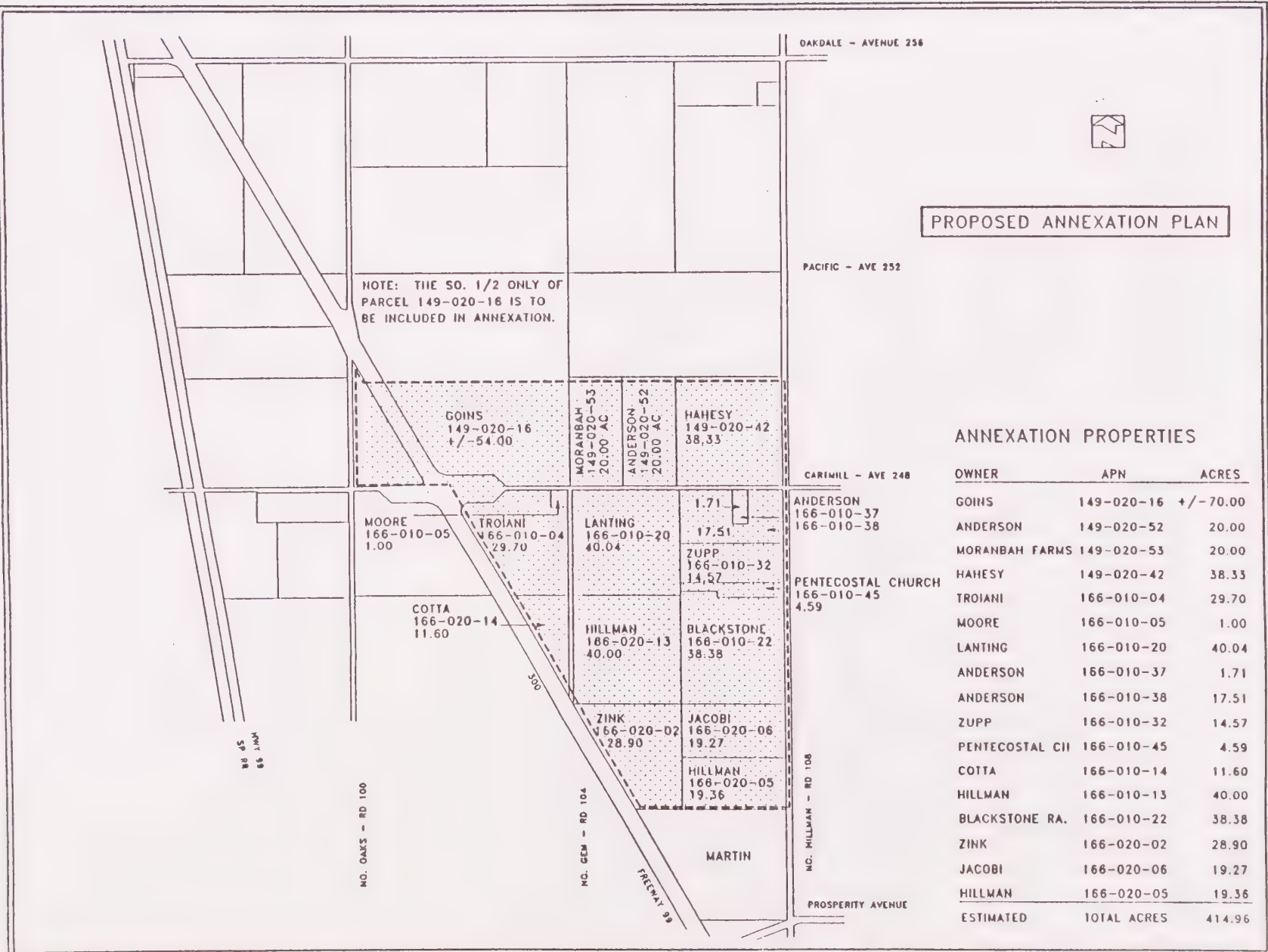
Ⓢ Proposed

..... Urban Reserve
Line

--- Planning Area
Boundary

--- City Limits

--- Downtown Precinct
Boundary



2A

2. Robert J. Keenan, Exec. V.P., Building Industry Association of Tulare/Kings Counties, 3-5-93

- 2.01 The cited court case applied to rescission of a tentative map approval based on moderate school facilities. No proposed new general plan policy (see LUE pp. 87-88) or EIR mitigation measure (see DEIR, p. 110) would specifically require that the city deny approval of a project based on inadequate school facilities; rather, these plan policies and EIR mitigations call for: (1) coordination between the city and school district in their advanced planning activities, (2) conceptual identification of school site locations as needs develop, and (3) providing for associated school site dedications and other school provisions during the development review process for "future major subdivisions." Such measures are worded to allow negotiated implementation and constitute reasonable and necessary advance community planning. (The BIA may agree that adequate school facilities are an important ingredient in establishing the marketability of new residential development.)
- 2.02 The authors disagree with this comment. First, it would be inappropriate to cite the specific current state-permitted fee maximum of \$2.65, since the figure is likely to change over the life of the plan and in particular because the current fee includes a \$1.00 "interim" allowance, which is likely to change in the near future. Also, these current fee limitations do not preclude such additional local school program measures as requiring formation of Mello-Ross Facility Districts as a condition of approval for large new residential projects. Formation of Mello-Ross districts as a condition of approval for large-scale residential developments under one ownership continues to be common practice in California and is not stymied by the two-thirds vote requirement.



REAL ESTATE
MARKETING AND
DEVELOPMENT

3
Phone (209) 686-3885
438 North 'M' Street
Tulare, California 93274

TO: MR. KIRK LINDSAY
PLANNING DEPARTMENT
CITY OF TULARE

DATE: MARCH 18, 1993

REGARDS: TULARE LAND USE MAP-1993 UPDATE

AS YOU KNOW OUR COMPANY IS HEAVILY INVOLVED IN THE COMMERCIAL DEVELOPMENT OF PROPERTIES LOCATED ALONG CARTMILL AVENUE BETWEEN FREEWAY 99 AND HILLMAN AVENUE. THUS, WE HAVE AN INTEREST IN THE LAND USE MAP UPDATE. THE MAP PRESENTLY SHOWS URBAN RESIDENTIAL AND BUSINESS PARK ZONING ON BOTH SIDES OF CARTMILL AVENUE WEST OF HILLMAN AVENUE. A MORE PROPER ZONING FOR THESE PROPERTIES WOULD SEEM TO BE A CONTINUATION OF THE REGIONAL COMMERCIAL ZONING AS IS SHOWN FOR PROPERTIES IMMEDIATELY TO THE EAST OF THE FREEWAY. WE PROPOSE THAT REGIONAL COMMERCIAL BE DESIGNATED TO A DEPTH OF 660 FT ON EACH SIDE OF CARTMILL AND URBAN RESIDENTIAL BE DESIGNATED BEHIND THE 660 FT LINE. WE REQUEST THAT THIS CHANGE BE MADE TO THE REVISED LAND USE MAP.

THANK YOU FOR YOUR CONSIDERATION.

APPROVED:

APN 149-010-37 Henry Smith ^{"Corky"} ANDERSON

APN 149-010-38 } Mary Smith ANDERSON

149-010-52

APN 149-020-53 Henry Smith ^{"Corky"} ANDERSON

APN 149-020-42 William C. Hahesy HAHESY

SIGNED:

Rich G

RICHARD GREGG

NOTE2

3. Richard Gregg, Terre Company, Tulare; 3-10-93

These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.



Knopf
ENGINEERING, Inc.
Old Bakery Plaza • 711 N. Court St. #0 • Visalia, California 93291
LAND SURVEYING • ENGINEERING • PLANNING • CONSTRUCTION MANAGEMENT

(209) 625-4533

4

March 15, 1993

City of Tulare
411 East Kern Avenue
Tulare, CA 93274

ATTN: Bonnie Hastin

RE: Land Use Element change on portion of APN 168-060-13 & APN 168-070-01

Dear Bonnie:

As per our conversation last week, I am submitting this letter requesting a change in the Land Use Element for the east 255 feet of APN 168-060-13 and the east 205 feet of APN 168-070-01. We would like the new designation to be commercial. Mr. Jerry Gong, the owner of the adjacent property, needs this property along with his existing shopping center to expand his operations.

If you have any questions or need anything else for this requested change, please call me.

Sincerely,

KNOPF ENGINEERING, INC.

Jim W. Robinson, L.S.
Project Manager

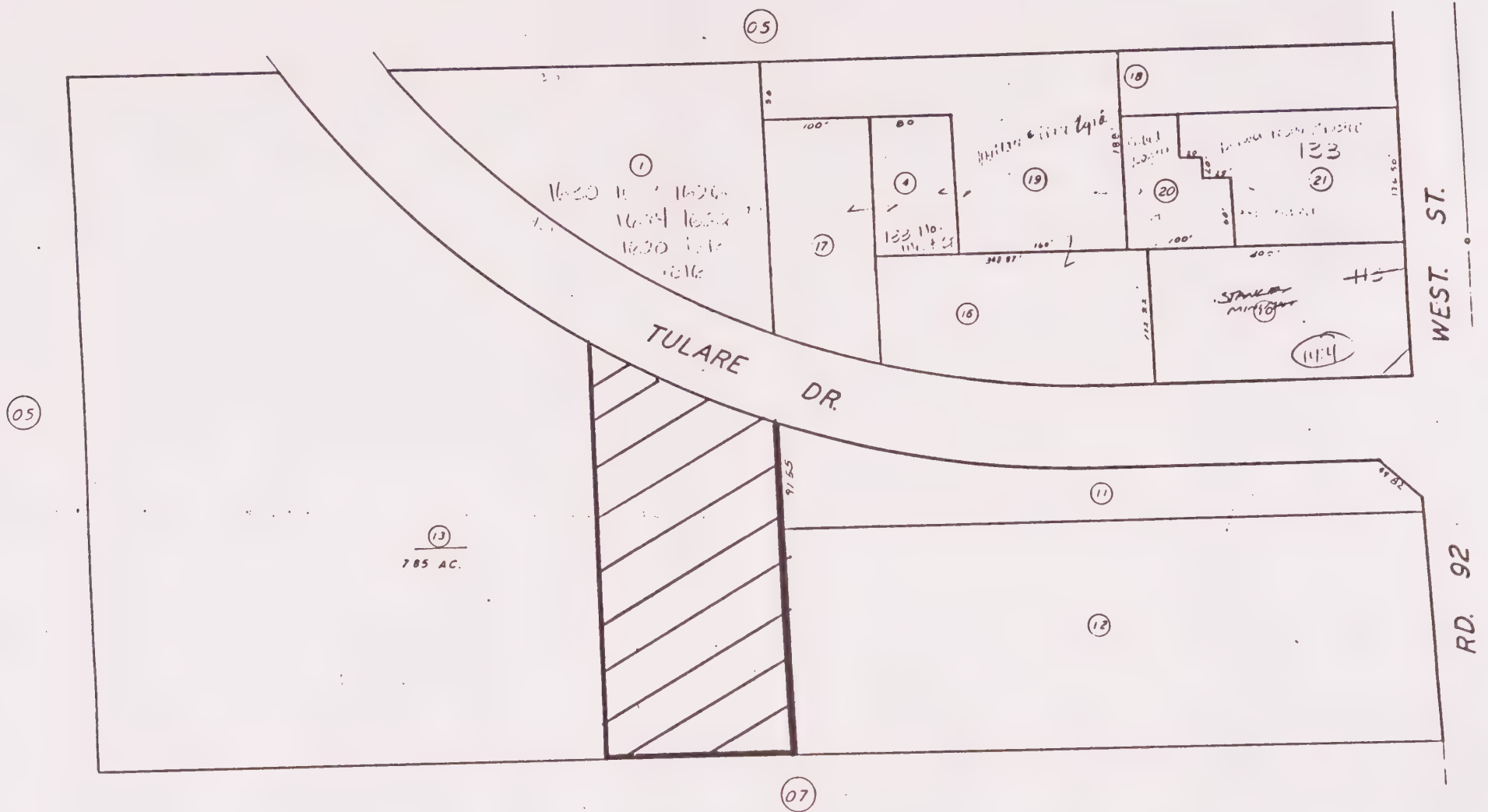
JWR:dn

APPROVED:

Owner

N. 1/2 OF SE. 1/4 OF NE. 1/4 SEC. 9, T. 20 S., R. 24 E., M.D.B. & M. TAX CODE AREA 168-01

5-017
5-023



TAX CODE AREA

(06)



NOTE — ASSESSOR'S BLOCK NUMBERS SHOWN IN ELLIPSES
 CENSUS BLOCKS 11, 12 AND 13 SHOWN IN CIRCLE

4. Jim W. Robinson, L. S. Knopf Engineering, Inc., 3-15-93

These comments do not pertain to the adequacy of the Draft EIR; rather, they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.

5

State of California

THE RESOURCES AGENCY OF CALIFORNIA

MEMORANDUM

To: Mr. Douglas P. Wheeler
Secretary for Resources

Date: March 19, 1993

Mr. Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, CA 93274

From: Department of Conservation - Office of Governmental and Environmental Relations

Subject: Draft Environmental Impact Report (DEIR) for the Tulare
Land Use and Circulation 2005. SCH #89062606

The Department of Conservation responded to the Notice of Preparation for this project in its letter of July 19, 1989 (attached). The Department recommends that the Final Environmental Impact Report (FEIR) or final Land Use Element discuss or clarify the following issues:

- The Land Use Element notes that the project area contains prime farmlands. The DEIR notes that implementation of the project could result in loss of 4,000 or 4,300 acres of vacant/agricultural land. The DEIR should be consistent in the amount of land to be lost and also quantify the amount of prime farmland. 5.01
- The DEIR notes that project-related losses would not be expected to constitute a significant adverse impact on countywide agricultural productivity, however, notes that loss of prime farmland would be a significant unavoidable adverse impact of the project. These statements are somewhat conflicting since there is no information on the types of crops grown on the land or on productivity of the land. 5.02
- Although the DEIR notes that 5,160 acres are currently designated for agricultural uses, the acreage of land designated for agricultural purposes in the 2005 plan was not evident. A chart showing current vs. proposed designations and acreages would be helpful. The impact of decreased acreage designated for agriculture should also be discussed in the section of land use factors. 5.03
- The FEIR should provide a discussion of implementation of the plan on adjacent lands in agricultural preserves or under Williamson Act contract (see previous letter). 5.04
- 5.05

Mr. Wheeler and Mr. Kielty
March 18, 1993
Page Two

- The DEIR discusses the relationship of this plan to other adopted plans of Tulare County. The FEIR should also discuss any adopted agricultural policies of the County, e.g., Rural Valley Lands Plan. 5.06
- The Land Use Element notes that the intent of the agricultural land designation is for preservation of land best suited for agricultural purposes. The Element further notes that appropriate zoning would be agriculture or urban reserve. The urban reserve designation seems to conflict with the intent of the agricultural designation especially since the open space designation does not have similar urban reserve zoning. 5.07
- The Land Use Element notes various policies for protecting agricultural uses in the City such as use of buffers, definition of an Urban Reserve Line, encouraging contiguous and infill development and support of commercial businesses and events supporting agriculture. These issues should also be discussed in the DEIR as conservation measures for agricultural lands. 5.08

The Department appreciates the opportunity to comment on the draft Land Use Element and DEIR. We hope that the above issues are given adequate consideration in the final documents. If I can be of further assistance, please feel free to call me at (916) 445-8733.


Stephen E. Oliva
Acting Environmental Program Coordinator

Attachment

cc: Ken Trott
Office of Land Conservation

5A

DEPARTMENT OF CONSERVATION

DIVISION OF ADMINISTRATION
DIVISION OF MINES AND GEOLOGY
DIVISION OF OIL AND GAS
DIVISION OF RECYCLING



1416 Ninth Street
SACRAMENTO, CA 95814
TDD (916) 324-2555
ATSS 454-2555
(916) 445-8733

July 19, 1989

Mr. Mark S. Kielty
City of Tulare
411 East Kern Avenue
Tulare, CA 93274

Dear Mr. Kielty:

Subject: Notice of Preparation (NOP) of a Draft Environmental
Impact Report (EIR) for General Plan Amendment 89-02
SCH# 89062606

The Department of Conservation is responsible for monitoring statewide farmland conversion and administering the Williamson Act. The Department has reviewed the City's NOP for a comprehensive update for the Land Use and Circulation elements of the City's General Plan and has the following comments.

The project would impact an area of approximately 14 square miles. The Department's preliminary Tulare County Important Farmland Map (to be released in 1989) indicates that the area includes and is bounded in many areas by irrigated farmland. In addition, the Tulare County Agricultural Preserves map indicates that there are lands under Williamson Act contract within the project boundaries.

The loss of any prime agricultural land should be identified and treated as a significant environmental impact. The California Code of Regulations (Section 15000 et seq., Appendix G (y)) states that a project will normally have a significant effect on the environment if it will convert prime agricultural land to non-agricultural use or impair the agricultural productivity of prime agricultural land. Since it appears that this project will have such an effect, the Draft EIR should provide information on the number of acres of agricultural land to be developed, the potential agricultural value of the site, the impacts of farmland conversion, and possible mitigation actions. Specifically, we recommend that the Draft EIR contain the following information to ensure the adequate assessment of the project's impacts in these areas.

Agricultural Character of Project Site and Surrounding Area

- A map which identifies the location of agricultural preserves in the project area, the number of acres and type of land in each preserve (i.e., prime/non-prime).

Mr. Mark S. Kielty
July 19, 1989
Page Two

- Types and relative yields of crops grown in the affected areas, or in areas of similar soils under good agricultural management.
- Agricultural potential of the area's soils, as defined by the USDA Land Capability Classification System.

Williamson Act Issues

- The location of Williamson Act contracts on lands within and adjacent to the project area.
- A discussion of the effects that cancellation of Williamson Act contracts would have on nearby properties also under contract.
- A discussion of the specific findings and public hearing requirements for contract cancellations (Government Code Sections 51282 and 51284, enclosed).

Farmland Conversion Impacts

- The type, amount and location of farmland conversion that would result from implementation of the project.
- The impact on current and future agricultural operations.
- The cumulative and growth-inducing impact of the project on farmland in the project and surrounding area.
- The economic impacts of the farmland conversion. In assessing these impacts, use should be made of economic multipliers, such as those used in the University of California Cooperative Extension's study, "Economic Impacts of Agricultural Production and Processing in Stanislaus County."

Mitigation Measures and Alternatives

Some mitigation measures and alternatives that would lessen the farmland conversion impact of the project are:

- Directing urban growth to lower-quality soils in order to protect prime agricultural land.
- Increasing densities or clustering residential units to allow a greater portion of sites to remain in agricultural production.
- Protecting other, existing farmland of equivalent, or better, quality through planning policy that relies on an active and strategic use of the Williamson Act.
- Establishing buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses. Many communities have considered 300 feet as a sufficient buffer for impacts such as pesticide spraying, noise and dust.

84 north of Bardsley Avenue. Excluding the addition of the 1,660 acres added to the planning area, the project would still result in a net gain in land designated as Agriculture.

5.04 As explained above in response to comment 5.03, there is no proposed decrease in acreage of land designated Agriculture.

5.05 The plan provides for an increase in urban development potential on property covered by or adjacent to existing Williamson Act contracts in two locations: (1) an approximately 120 acre parcel between West Street and the Southern Pacific Railroad, at the eastern end of Zumalt Street, and (2) a 160 acre parcel between West Street and Road 84 north of Bardsley Avenue. The first parcel is covered by a Williamson Act contract, and the second parcel is located north across Bardsley Avenue from property under a Williamson Act contract.

Approximately half of the first parcel (i.e., 60 acres) would experience an increase in development potential due to a land use designation change from Agriculture to Low Density Residential as a result of the proposed **land use map**. This change in development potential is likely to result in the non-renewal of this Williamson Act contract and eventual development of the property. Due to the relatively small size of the parcel (i.e., approximately 60 acres, or less than one third of one percent of the total planning area acreage), its proximity to existing urban development and land designated for future urban development, and the offsetting impacts of the conversion of approximately 960 acres from residential designation to agricultural designation, the potential discontinuation of the Williamson Act contract on this parcel would not be considered significant.

The second parcel would be changed from Agricultural land to suburban density residential. This change is unlikely to adversely affect the Williamson Act land to the south for the following reasons: (1) the properties are separated by Bardsley Avenue which provides a logical separation between urban development and rural land, (2) development on the subject land could be accessed from multiple residential streets (currently dead ends) from adjacent suburban residential development and would not require access off of Bardsley Avenue, therefore reducing the need for improvements to Bardsley Avenue and associated growth pressures to the south, and (3) the Williamson Act parcel to the south is unlikely to be developed with non-agricultural uses due to its proximity to the sewer treatment plant and related nuisances. For the reasons listed above, the proposed conversion of the property to suburban development is unlikely to affect agricultural use of the adjacent property and therefore no significant impacts are anticipated.

5.06 Comment acknowledged. An evaluation of the project with respect to the Rural Valley Lands Plan has been added to page 169 of the errata section of this FEIR.

- 5.07 This comment does not pertain to the adequacy of the Draft EIR; rather, it pertains to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 5.08 Comment acknowledged. In response to this comment, a discussion of these policies relating to agricultural has been added to the EIR on page 47 of the errata section of this FEIR.

6. Ron Roche, Broker; John L. Benevedes, Property Owner; Pat Benevedes, Property Owner; Diamond Realty, Tulare; 3-23-93

This comment does not pertain to the adequacy of the Draft EIR; rather it pertains to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.



693 East Kern Avenue
Tulare CA 93274
686-6836
March 24, 1993

Mr. Kirk Lindsey, Planning-Building Director
411 East Kern Avenue
Tulare CA 93274

Re: Comments on Environmental Impact Report for the Landuse and
Circulation Elements of the Tulare General Plan

Dear Sir:

The discussion of impacts to agricultural lands should include the cumulative impacts of urbanization on farming throughout the region which represents the chief economic activity. It should also include an analysis of the relative impacts of extending the urban reserve line east of Mooney and north of Cartmill on pressures to convert farmland in those areas as opposed to using those major arterials as buffers. This is one of the concerns raised by the County in its 2-11-92 Response to Preliminary Draft of the Land Use and Circulation Elements which are attached to this letter and, thus, are incorporated as part of my comments.

Furthermore, there are no mitigation measures suggested which would reduce the impacts of agricultural resources. Such measures should include: (1). Adopting a program of purchasing equivalent acreages of conservation easements for prime lands outside the urban reserve line whenever those inside are converted; (2). Pursue a program of long-term regional farmland preservation in cooperation with farming interests, the County, and surrounding communities to purchase development rights and establish easements to compensate for prime farmland which is developed; (3). A Right-to-Farm Ordinance should be adopted; (4). Provide for increased residential densities; and (5). Implement a growth management policy. The designation of all land outside the urban reserve line as Agriculture irrespective of size or actual use would provide mitigation as well. This especially applies to the strip along Mooney Blvd. north of Cartmill Ave.

Alternative B on page 175 would help mitigate the impacts to all categories which are considered by staff and consultant to be significant. Contraction of the urban reserve line could still serve the project objective of providing for the maximum expected population growth. The discussion of housing and population in the Land Use Element under the heading "Residential Planning Agenda" is misleading in that regard. In planning to accommodate a maximum demand of 1,650 acres of additional housing, staff and consultant drew an urban reserve line that they concede will contain 2,400 acres for housing purposes -- a figure with a 40% excess inventory. What was not considered in calculating the lands available for housing is the 1,830 acres of vacant residentially zoned land existing within the present city limits. When this land is included the total becomes 4,230 acres which is more than 2½ times the amount required to meet the project's objective. This error was brought to your attention in my comments on the Preliminary Draft dated 1-6-92. No finding of infeasibility would be legally justified by the City with respect to mitigation as long as the urban reserve line is so grossly exaggerated.

Manro
3-24-93
Page 2

Lack of feasible mitigation is a ludicrous concept in relation to a Program EIR because of the flexibility inherent in such non-technological, multi-unit projects as a General Plan where alternatives are easily incorporated for the purpose of mitigation. Page 182 of the Governor's 1987 General Plan Guidelines contains a very brief list of methods in which growth management mitigation can be implemented. Given the quantity of vacant land within the City limits, and the means to regulate land use, there is no excuse for unavoidable significant impacts. Adoption of the project as drafted and certification of the Draft EIR will require the decisionmakers to make findings under Sec. 15091 of the CEQA Guidelines including a statement of overriding considerations. A discussion of what this means and why it has been made necessary should be included for their benefit. The purpose of the Circulation Element is to mitigate the impacts of urban growth in relation to movement of the population. It is, therefore, ironic that the decisionmakers are being asked to approve a plan in which an elaborate plan for mitigating transportation impacts is entirely inadequate for the most important routes in the City.

Designation of bicycle routes as part of the Circulation Element without considering the feasibility of providing bicycling safety along those routes which are presently worse than inadequate does nothing to mitigate the project's impacts on either bicyclists or motorists. This is simply a hoax on the public and its representatives. I must also point out that the expansion of State Highway 137 as proposed violates Street System Objective (j) and is inconsistent with the purpose of Street System Policy 17.

The Air Quality section should include a short discussion of the specific impacts to human health associated with exposure to excessive amounts of ozone and PM 10 for which we are currently being subjected. There is no evaluation of whether or not the District has been succeeding or failing to meet the mandatory 5% annual reduction in non-attainment emissions and precursors. In fact the data in Table 22, Page 147, is 8 years out of date. The section on regional impacts to air quality should evaluate the likelihood of the attainment plan accomplishing its objectives given the rate of population growth within the basin which is projected and the fact that the previous plan was a miserable failure.

A discussion of both local and regional short and long term groundwater overdraft should be discussed somewhere in the document. Both agricultural and municipal water systems demand continue to impact this resource exponentially. Ground water depletion and the potential marketing of surplus irrigation water are reasons given by the City Manager in a January 12, 1993, front page article in the Tulare Advance-Register for considering alternative sources of domestic water in the near future. Water quality may be impacted by either depleting aquifers or utilization of surface water. The economic impact of providing for the treatment is a potential adverse impact of this project that has not been addressed. Chlorination as a treatment method adversely impacts

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Manro
3-24-93
Page 3

human health and esthetics.

There is no discussion of the impact on wildlife by the substantial reduction in the migration corridor that will result from developing the area north of the City for urban uses.

It is common knowledge to people concerned about finance of school facilities that the maximum fees allowable for mitigating the impacts of development come nowhere near covering the construction costs. Reluctance on the part of the public to finance the difference through bonded indebtedness raises the question of whether or not this impact can be feasibly mitigated for this project. Discussion of school financing would not be complete without mentioning Mellow-Roos funding and Senate Bill 1287, signed by the Governor September 30, 1992.

I hope that these comments will help everyone concerned with the decision on this project determine a sound and life sustaining course for the future of Tulare and the San Joaquin Valley resources upon which we depend.

Sincerely,


Don Manro

7. Don Manro, 693 East Kern Avenue, Tulare; 3-24-93

- 7.01 On page 185, the Draft EIR acknowledges that the project has the potential to contribute to cumulative impacts related to loss of agricultural land outside of the planning area. Similar to the project impacts to agricultural land within the project area, these cumulative impacts are unmitigable.
- 7.02 The Urban Reserve Line was created by this plan to encourage concentric growth and to reduce the premature development of agricultural land. The Alternatives section of the EIR evaluates the relative impacts of alternative locations of the Urban Reserve Line. It should be noted that the selected alternative **land use plan** represents a reduction in an overall planned urban intensities in several portions of the two referenced areas.
- 7.03 Several of these recommended mitigation measures were discussed during the land use plan formulation process (i.e., in public workshops, in meetings with staff, and at public hearings). None of the measures recommended to offset impacts to agricultural listed in this comment were considered appropriate or feasible by the City of Tulare when considering the variety of issues which affect land use decisions.
- 7.04 This comment is not correct. Alternative B (as described on page 175 of the EIR) would differ from the proposed land use plan by the proposed location of future development, not its density. However, it is true that Alternative B is considered to have fewer environmental impacts than the proposed plan.
- 7.05 This comment does not pertain to the adequacy of the Draft EIR; rather, it pertains to matters of general plan content, and thus does not require a written response in this FEIR. However, as a point of clarification, this comment is incorrect. The 2,300 acres of undeveloped land referred to in this comment includes the vacant residential land within the city limits.
- 7.06 The meaning of this comment is unclear. No response can be formulated.
- 7.07 "Feasible" is defined in CEQA as meaning "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors." The City of Tulare considers the level of mitigation proposed in the Draft EIR to be consistent with this definition. Mitigation beyond what is proposed in the Draft EIR is not considered by the City to be consistent with this definition.
- 7.08 The commentor's opinion regarding use of growth management as mitigation is noted. All growth management techniques considered appropriate by the City have been included in the proposed General Plan *Land Use Element*.

- 7.09 CEQA does not require that EIRs explain the use of Statements of Overriding considerations. Decision makers will be reminded of all EIR implications by City staff during the EIR certification process.
- 7.10 This comment is untrue. The proposed circulation element provides a well thought-out, logical, and efficient plan to accommodate future circulation needs within the City and to mitigate future traffic impacts.
- 7.11 The *Circulation Element* includes a bicycle plan which identifies appropriate bicycle route locations. The *Element* explains that a more detailed comprehensive bike plan which distinguishes locations for bike paths, bike lanes, and bike routes is necessary. This additional plan refinement is the appropriate level at which system design and bicycle safety should be addressed. These statements are also supported on page 98 of the General Plan Update EIR which calls for the development of a comprehensive bikeway path as a means of mitigating safety problems identified on EIR page 95.
- 7.12 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update. However, as a point of clarification, expansion of Highway 137 does not relate to objective (j) or policy 17 as stated by commentor. Objective (j) addresses maintaining quiet and low traffic volumes on residential streets. Policy 16 addresses consolidation of driveways and curb cuts on arterials.
- 7.13 The project related impacts to air quality are adequately described for the purpose of this General Plan EIR in section IV.G. The EIR impact analysis has been reviewed by the San Joaquin Valley Air Pollution Control District. Responses to the District's comments on the EIR can be found in the response to comments to letter 13.
- 7.14 See response to comment 7.13.
- 7.15 See response to comment 7.13.
- 7.16 See response to comment 7.13.
- 7.17 Water supply issues are evaluated in Draft EIR section IV.D.1. The issue of groundwater depletion was not identified as a significant concern by City of Tulare Public Works Department staff in the scoping of the General Plan EIR. However, the City has recently discussed the need for a groundwater recharge basin with the Tulare Irrigation District to reduce dependency on annual rainfall. The Draft EIR calls for a continuation of the City's water conservation programs which would reduce water demands.

- 7.18 The Draft EIR does not conclude that substantial treatment of future water supply would be necessary. Furthermore, CEQA does not require the evaluation of economic impacts.
- 7.19 No impacts on a "migration corridor" were identified in the EIR evaluation. The EIR did identify the presence of a waterfowl flyway near the project area, but as stated on page 163, no impacts to this flyway were identified because none of the potential growth areas in Tulare contain wetland resources.
- 7.20 The Draft EIR lists several mitigations to offset identified school enrollment impacts on page 118. These measure are not limited to payment of existing school impact fees (with or without changes which may occur as a result of SB 1287), nor do they rely on the public to approve bonded indebtedness. The proposed measures are based on coordination between the City, affected school districts, and the development community, and are broad enough to include the implementation of Mello-Roos funding. In fact, the proposed mitigation measures specifically refer to the provisions for new school construction within the general plan. The Implementation section of the proposed *Land Use Element* describes Mello-Roos as an appropriate funding source for the construction and operation of community facilities.

MAR-24-1993 16:08 FROM CALTRANS DISTRICT 6

TO

91215310013 P.02

STATE OF CALIFORNIA-BUSINESS, TRANSPORTATION AND HOUSING AGENCY

PETE WILSON, Governor

DEPARTMENT OF TRANSPORTATION

1352 West Olive Avenue
Post Office Box 12616
Fresno, California 93778



(209) 488-4088
TDD (209) 488-4066
FAX (209) 488-4221

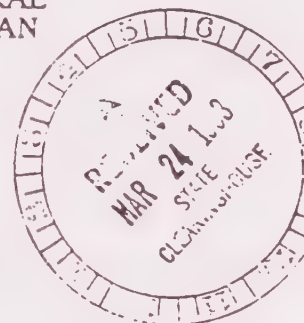
March 24, 1993

89062606

2135-IGR/CEQA
6-TUL-GENERAL
GENERAL PLAN
UPDATE

Kirk E. Lindsey
Director of Planning &
Building
411 East Kern Avenue
Tulare, CA 93274

3-26



Attention: Mark S. Kielty

We have reviewed the draft General Plan Update (GPU). The GPU consists of a draft Land Use Element, draft Circulation Element and draft Environmental Impact Report (EIR) as part of the City of Tulare General Plan. Caltrans has the following comments:

- A 2010 year model was used in developing the build out scenario, build out should be done on the 2020 year model or furthest model date. According to TCAG/CMA, A 2020 year model exists for Tulare County. Otherwise how else do we answer the question on "will the Landuse/Circulation system ultimately work".
- Under CEQA the word should is not mitigation, therefore page 164 section 2. Traffic Impact Fee, the first sentence needs to have the word changed from should to will. Also page 170 section • Freeway Improvements, the first sentence requires the same change as previously noted.

8.01

8.02

We will further review the GPU and comply with the April 16, 1993 deadline for all responsible agencies to submit comments.

If you have any questions, please call Moses Stites at (209) 445-6666.

Sincerely,

Moses Stites
for MARC BIRNBAUM, Chief

Advance Planning & Program Development

cc: James H. Larsen, CMA
SCH # 89062606

**8. Marc Birnbaum, Chief, Advance Planning and Program Development, Caltrans
District 6; 3-12-93**

- 8.01 As stated in this Draft EIR, the City of Tulare *Circulation Element* is based on modeled traffic conditions for the year 2010. The usefulness of evaluating year 2020 land use and transportation system (some 27 years in the future) is of limited value due to the potential for changes in land use and transportation trends over that period. It is anticipated that the Tulare General Plan will be updated as many as three to five times between the year 1993 and 2020.
- 8.02 These comments relate to language within the *Circulation Element* implementation program. While the City recognizes the commentor's opinion regarding word selection within city policy, and will consider this opinion in evaluating the proposed plan, these comments do not pertain to the adequacy of the General Plan EIR and do not require a response in this FEIR.

GOVERNOR'S OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET
SACRAMENTO, CA 95814



Mar 26, 1993

MARK S. KIELTY
TULARE CITY
411 EAST KERN AVENUE
TULARE, CA 93274

Subject: TULARE GENERAL PLAN AMENDMENT 88-02
SCH # 89062606

Dear MARK S. KIELTY:

The State Clearinghouse has submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is now closed and the comments from the responding agency(ies) is(are) enclosed. On the enclosed Notice of Completion form you will note that the Clearinghouse has checked the agencies that have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the comment package is not in order, please notify the State Clearinghouse immediately. Remember to refer to the project's eight-digit State Clearinghouse number so that we may respond promptly.

Please note that Section 21104 of the California Public Resources Code required that:

"a responsible agency or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency."

Commenting agencies are also required by this section to support their comments with specific documentation. These comments are forwarded for your use in preparing your final EIR. Should you need more information or clarification, we recommend that you contact the commenting agency(ies).

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact Michael Chiriatti at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

A handwritten signature in cursive script that reads 'Christine Kinne'.

Christine Kinne
Acting Deputy Director, Permit Assistance

Enclosures

cc: Resources Agency

9

9.01

9A

State of California

The Resources Agency

MEMORANDUM

To : Director
State Clearinghouse
Office of Planning and Research
1400 Tenth Street
Sacramento, CA; 95814

Date : 3/24/93

From : Office of the Secretary

Subject: Agency Comments

Attached are individual comments of departments, boards, or commissions within The Resources Agency requested by your State Clearinghouse Notice of Completion and Environmental Document Form on the subject item(s). Agencies responding to your request are listed below.

Attachment(s)

Resources Date: -----	SCH# -----	Department -----	Comment -----
2 13 93	89062606	CONSERVATION FISH&GAME STATE LANDS	COMMENT NO RESPONSE NO RESPONSE

Mail Box State Clearinghouse, 1400 Tenth Street, Room 121, Sacramento, CA 95814 - 916/445-0613

See NOTE below
SCH # 89062606

NOTICE OF COMPLETION AND ENVIRONMENTAL DOCUMENT TRANSMITTAL FORM

1. Project Title: Land Use and Circulation
2. Lead Agency: City of Tulare 3. Contact Person: Mark S. Kielty
3a. Street Address: 411 East Kern Avenue 3b. City: Tulare
3c. County: Tulare 3d. Zip: 93274 3e. Phone: 209-685-2300
PROJECT LOCATION 4. County: Tulare 4a. City/Community: Tulare
4b. Assessor's Parcel No. _____ 4c. Section _____ 4d. Top _____ 4e. Range _____
5a. Cross Streets: _____ 5b. For Rural, Unincorporated Community: _____
6. Within 2 miles: a. State Hwy # 99, 63, 137 b. Airports Mofford Field c. Railways SP d. Waterways _____
7. PROJECT TYPE
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Revision of the Land Use and Circulation Elements of the Tulare General Plan.

CLEARINGHOUSE CONTACT: RUSS COLLIAU
(916) 445-0613

STATE REVIEW BEGAN: 2-10-93
DEPT REV TO AGENCY: 3-19
AGENCY REV TO SCH: 3-24
SCH COMPLIANCE: 3-26

PLEASE NOTE SCH NUMBER ON ALL COMMENTS
PLEASE FORWARD LATE COMMENTS DIRECTLY
TO THE LEAD AGENCY ONLY

AQMD/APCD: 37 (R-sources: 2, 10)
Tulare

CMT SNT
Resources
Conservation
Fish & Game
DWR
Caltrans
Food & Ag

CMT SNT
SWRCB:--Wtr Rights
Reg. WQCB
State Lands Comm

9. Christlne Kinne, Acting Deputy Director, Permit Assistance, State Office of Planning and Research; 4-26-93

This letter does not pertain to the adequacy of the Draft EIR but rather informs the City of Tulare that they have complied with State Clearinghouse review requirements for draft environmental documents pursuant to the California Environmental Quality Act.

Memorandum

To : Russ Colliau, State Clearing House
Office of Planning and Research
1400 Tenth Street
Sacramento, CA 95814

Date : April 1, 1993

Place : Sacramento

Phone: (916) 654-0897

From : Department of Food and Agriculture - Ray Borton, Sr. Agricultural Economist
Agricultural Statistics Branch

Subject: City of Tulare General Plan, Land Use and Circulation Draft Environmental Impact Report
SCH# 89062606

The California State Department of Food and Agriculture (CDFA) appreciates the opportunity to comment on the update of the City of Tulare General Plan. It is of concern to CDFA whenever agricultural production is threatened by urban use.

The current draft presents admirable goals, objectives and policies (pp. 69-70) and we concur in these wholeheartedly. There remain many questions about how these will be implemented.

It is noted (IV.A. p. 41) that 5,160 acres of land designated for agricultural use remain in the Tulare planning area and that vacant lands are also being used for agricultural purposes. The conversion to urban use of these lands will have an impact on the City of Tulare and also Tulare County, a fact that should be recognized.

Attention is directed to the Appendix where letters are reproduced (CDFA, July 13, 1989, and CDC, July 19, 1989) that outline what needs to be included in EIR's covering this area. Reassurance that these will be heeded, in specific EIR's for projects within this area, is requested.

10. Ray Borton, Sr. Agricultural Economist, Agricultural Statistics Branch, State Dept. of Food and Agriculture; 4-1-93

- 10.01 This comment does not relate to the adequacy of the DEIR. No response is necessary.
- 10.02 On page 163, the Draft EIR acknowledges the potential loss of up to 4,300 acres of vacant land (most of which is used for agriculture) to urban uses. As clarified in the errata of this FEIR, the loss of the portion of this land which contains Class I and II soils would be a significant adverse impact of the project.
- 10.03 The City received and reviewed the referenced letters from the Department of Conservation sent in 1989 at the beginning of the General Plan Update process. All of the major concerns outlined in these two letters: (1) concern over loss of prime agricultural land to urban use, (2) impacts of the plan on Williamson Act contracts, and (3) compatibility of urban and agricultural uses, have been key considerations throughout the General Plan Update process as documented in the records of public hearings and as discussed in the Tulare General Plan Update Preliminary Planning Report. Ultimately, these concerns have been incorporated into the **land use plan** through (1) the establishment of policies relating to infill development, compact growth, and the preservation of agricultural resources, (2) the conversion of several hundred acres of designated residential land back to agriculture, (3) the creation of the Urban Reserve Line which helps to implement these policies, and (4) the adoption of policies to reduce compatibility problems between agricultural and urban uses.

The General Plan Update EIR recognizes that the growth accommodated by the proposed plan will result in significant losses of prime agricultural land. However, the EIR also assumes that the policies which have been included in the plan will significantly reduce these impacts.

The City of Tulare will continue to consider agricultural values in all of its land use decisions as outlined in proposed general plan policies. Future development projects will be subject to further environmental review as required by CEQA, including evaluation of the impacts of development on agricultural resources.

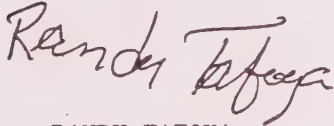
APRIL 7, 1993

CITY OF TULARE
PLANNING DEPT.
411 EAST KERN AVENUE
TULARE, CA 93274

RE: ZONING CHANGE

I AM SUBMITTING THIS LETTER REQUESTING A CHANGE IN THE ZONING
OF MY PROPERTY KNOWN AS APN'S 177-060-02, 177-060-04, 177-060-05
AND 177-060-13. I WOULD LIKE THE NEW DESIGNATION TO BE ZONED R-2,
FOR THE PURPOSE OF BUILDING MULTI-FAMILY HOUSING.

SINCERELY,

A handwritten signature in cursive script that reads "Randy Tafoya".

RANDY TAFOYA
688-8685
151 NORTH "C" STREET
TULARE, CA 93274

11. Randy Tafoya, 151 North "C" Street, Tulare; 4-7-93

These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.

April 13th, 1993

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TULARE COUNTY LOCAL AGENCY FORMATION COMMISSION

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TO: KIRK LINDSEY, CITY OF TULARE

FROM: LAFCO STAFF

RE: CITY OF TULARE GENERAL PLAN - LAND USE AND CIRCULATION UPDATE

This letter is written in response to your circulation of the City of Tulare Land Use and Circulation Public Review Draft.

A review of the Draft indicates that the Land Use Element is almost identical to the first Draft dated November 1991, with the following notable differences:

- 1) The new Draft shows a General Commercial node at the intersection of Oakdale and Mooney Blvd surrounded by Urban Residentially designated territory.
- 2) Rural Residential designations in several areas were replaced with Suburban Residential designations.
- 3) Portions of the Suburban and Industrial-designated area north of the Agri-Center have been replaced with General Commercial.

Page 30 is missing from the new Draft, but we assume that the wording in the original page 30 indicating that urban uses will be discouraged outside of the Urban Reserve Line is still a part of the Land Use Element Update.

Recognizing that the new Draft includes no changes to the intent or location of the Urban Reserve Line or the location of the Planning Area Boundary, we reiterate our previous comments of February 27th, 1992 in regards to these boundaries' beneficial contributions towards maintaining a compact and contiguous urban form.

Following completion of the Land Use and Circulation Update by the City and consideration and adoption of a General Plan Amendment by the County, LAFCO will consider a Sphere of Influence Amendment for the City.

The current Sphere contains about 20,000 acres and does not, as is typical of Spheres of Influence around the State, represent a 20-year planning boundary. While the Sphere is currently defined to mean a "plan for the probable ultimate physical boundaries" of a local agency such as a City, this definition is essentially meaningless (as *ultimate* is indeterminable) and is commonly interpreted by LAFCOs to mean a 10 or 20-year growth boundary. As discussed in our initial response to the Draft dated February 27th, 1992, either the Urban Development Boundary which will be adopted by the County following City adoption of the Update or the Urban Reserve Line proposed by the City may be found

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by the Commission to constitute an appropriate line for the Sphere of Influence. The Sphere may, however, manifest itself as a larger boundary since LAFCO is likely to wait for the City's Update to be adopted by the City and a General Plan Amendment for Tulare to be processed by the County before considering a Sphere of Influence Amendment for the City. Given the required chain of events, the City is not likely to get a new Sphere for 12 or more months, by which time the Land Use and Circulation Update will have a useful life of only 10-12 years i.e. its boundaries may not be usable if the Commission decides to adopt a 20-year development boundary as a Sphere of Influence.

Incorporated by reference are those comments made in our response of February 27th, 1992, (Attachment A), with the recognition that:

- 1) the consideration of any Sphere Amendment which would cause a realignment of the Sphere boundary southwards from Liberty Avenue should take into account the City of Tulare's interest in and history of protecting this area from encroachment by the City of Visalia (Attachment B) and;
- 2) The Urban Reserve Line, which was previously discussed in the context of a possible Sphere of Influence Boundary, may be too small to function as a Sphere, yet the existing Sphere is much larger than necessary. The Commission may eventually settle on a new line between the two boundaries which accommodates the City's plan and reinforces the Urban Reserve Line's qualities of compactness and concentricity.

The use of a Program EIR requires particular attention insofar as making this document usable to LAFCO as a CEQA Responsible Agency for annexations and a Lead Agency for Sphere of Influence Amendments.

Those impacts which are significant and unavoidable must be associated with an appropriate Statement of Overriding Considerations usable to LAFCO for consideration of annexation proposals. Recent cases involving the City of Visalia and their 20/20 Program EIR have pointed up some of the problems which accompany a master document which lacks appropriate, adoptable language for use by LAFCO. Delays in case processing have resulted from LAFCO staff's need to compose or rewrite the CEQA language needed to legally consider the annexation of territory. LAFCO's relation to projects processed under a Program EIR must be made explicit in the PEIR.

It is recommended that the City adopt EIR Alternative B, the "Compact Growth Alternative" described on pages 175-177 of the EIR (Attachment C). As detailed in the EIR, this alternative would - as compared to the Proposed Project - allow for more compact, balanced growth, greater utilization of infill opportunities and fewer impacts on open-space and agricultural land, with minimal undesirable impacts to the City.

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Recommendation of this alternative is made in accordance with LAFCO's responsibilities towards the conservation of prime farmland and open-space, the maintenance of a compact urban form, and the provision of services to urban areas. As identified in the EIR, use of the Compact Growth Alternative would have few significant additional adverse environmental effects while reducing the severity of a number of other adverse environmental effects - and is rated as the most environmentally desirable option.

Finally, the EIR Section IX, Organizations and Persons Contacted, does not include the response made by LAFCO to the first Draft which was circulated 1992. Future Drafts should include commentary submitted by LAFCO and County Government-related agencies.

12.8

If you have any questions regarding this memo, please contact Andrew Remus, LAFCO Staff Analyst, at 733-6790.

February 27, 1992

RESPONSE TO PRELIMINARY DRAFT

TO: Kirk Lindsey, City of Tulare
FROM: Andrew Remus, LAFCO Staff Analyst
SUBJECT: City of Tulare General Plan - Land Use and Circulation Update Draft

Thank you for referring the Land Use and Circulation Update Draft for Local Agency Formation Commission review. Staff submits the following comments on the Draft:

Staff's primary concern in regard to the Land Use and Circulation Element is that the City's Sphere of Influence "fit" the City and its anticipated growth. By "fit" we mean that the Sphere is sufficiently large and appropriately configured so as to allow for the logical and orderly development of the City, while not encompassing an excess amount of land or laid out in such a way as to encourage urban sprawl, premature conversion of farmland or annexation of areas outside the range of City services.

The Commission's responsibilities and requirements in regard to the determination of Spheres of Influence is explained more fully in Govt Code Section 56425 et al.

LAFCO staff will pursue a Sphere of Influence Amendment following the City's adoption of the Land Use and Circulation Element Update. This Sphere will reflect the current population and land use of the City and the expected growth of the urban area over the life of the General Plan update (1991-2005). Since the amendment of the Sphere is the primary LAFCO-related action affected by the Draft Plan, an estimation of the implications of the Draft Plan for the Sphere will be the primary concern of this consultation response. Other issues such as Sphere configuration, land use compatibility, and service-ability will be addressed to a lesser degree.

Staff used numerous assumptions in developing a potential Sphere of Influence for the Land Use/Circulation Element Update. The most important assumptions are listed below:

- 1) An average growth rate of 4.5% per year over the length of the planning period. This rate is the high estimate taken from page 22 of the Draft Plan.

2) A current population density - in the developed/occupied portions of the City - of 5.56 persons/acre. This is derived from a combination of the estimate of 6250 acres of occupied City land in 1991 (Draft Plan page 32) and an estimate of 34,745 people within the City as of 1991 (Staff projection based on 1990 Census figures with a 4.5% annual growth rate). This density is an aggregate of all types of land use, not just residential land.

3) The current Sphere of Influence encompasses an estimated 19,440 acres, based on calculations made from the Sphere Map adopted by LAFCO resolution 80-17.

The estimation of a new Sphere incorporates a liberal amount of "slack" insofar as it incorporates the following factors:

- 1) It is assumed that only 80% of the City's vacant and incorporated land is actually available for development.
- 2) The highest growth rate estimate (4.5% annual increase, taken from a range of 3.0 - 4.5% presented in the Draft Plan) is used.
- 3) It is assumed that the population density of future developments will be the same as that of existing developments, even though many new residential subdivisions are built at densities significantly higher than past projects.

Including the above allowances into the Sphere calculation ensures that there will be no undue restriction of the projected growth of the City of Tulare.

A 4.5% annual growth rate translates into a 2005 City population of 64,400 persons. At current population densities this population would require about 5400 acres of land beyond the 6250 acres currently occupied by residential, commercial, industrial and public uses and right-of-way. Thus, the total land area required to accommodate the City in the year 2005 is estimated to be 11,600 acres.

As stated above, about 6250 acres within the City are actually occupied. Another 3510 acres are *incorporated, yet unoccupied* (Draft Plan page 32). Using the aforementioned assumption that only 80% of this vacant land is useful to the City, there remains approximately 2800 acres of urbanizable land within the City limits. A large proportion of this vacant land is *industrially* zoned. The total 2010 requirement for land is approximately 11,600 acres, or 2550 acres more *usable* land than is contained within the current City limits. These 2550 acres of future City land will have to come from new annexations between now and 2005, most of which would logically be annexed for *residential* development.

Not all of the unincorporated land adjacent to the City can count towards meeting the City's needs because some of this land is already developed. Annexation of this land would not necessarily make land available for urban development. To take this situation into account, staff has estimated (based on Draft Plan Figure 3) that only 80% of the land taken in by the City through contiguous annexation will be developable. The remaining 20% will come in as already-developed urban-type uses. The result is that, in order to provide

for the abovementioned 2550 acres of new City development, the City may actually have to annex about 3200 acres of County territory between 1990 and 2005.

When we add the area encompassed by the 1991 City limits - about 9760 acres - to an estimated demand for 3200 acres of annexation between 1990 and 2005, we get a total Year-2005 City area of about 13,000 acres.

The current Sphere (approximately 19,440 acres in area) includes about 6400 acres more than the City could use before 2005 - even under the high growth, high vacancy scenario just laid out. Since the current Sphere is at least 10 square miles larger than the City is likely to be in 2005, a Sphere of Influence reduction would be a logical response to the adoption of the Draft Plan.

Given that the population growth rate and land use conditions within the City of Tulare warrant a Sphere of Influence reduction, the next issue is that of *where* this reduction should take place, and how the reduction would relate to the Land Use/Circulation Element Update.

The Draft Land Use Element General Plan map indicates the position of a proposed "Urban Reserve Line". The Draft Plan indicates that this boundary delineates the area "...beyond which the development of urban uses will be discouraged during the 1990-2005 planning period for the purposes of efficient urban growth and agricultural preservation" (Draft Plan page 30). LAFCO staff estimates the land area *between the current City limits and the proposed Urban Reserve Line* to total 2500 acres. Thus, the area within the Urban Reserve line contains about 80% of the area the City might need to annex between now and 2005 (3200 acres).

The proposed Urban Reserve Line is a good candidate for the boundary of the revised Sphere of Influence, for the following reasons:

- 1) It has been developed by the City and so reflects the needs and desires of the Council, Staff, and Citizenry.
- 2) It constitutes the boundary outside of which urban development is to be discouraged. Its role as such is desired and supported by the City (Draft Plan page 30). Thus its function is essentially identical to that of the Sphere of Influence.
- 3) At complete build-out of the area within the Urban Reserve line, the City would retain a compact and concentric character, yet include and take advantage of the major transportation nodes/corridors/intersections available to the City of Tulare.
- 4) The fit between the Urban Reserve Line and the area required by the City under a high-growth scenario is fairly close. The Urban Reserve Line contains an area about 700 acres less than the projected 2005 land requirement of the City (assuming that the City grows at a relatively fast rate of 4.5%/year). Designating the Urban Reserve Line as the Sphere Boundary would accommodate the City's Plan. Sphere of Influence Amendments, being relatively quick and easy to process, could be considered

by LAFCO should the City develop at an extraordinary rate or adopt major General Plan amendments.

5) Adoption of the Urban Reserve Line as the new Sphere of Influence would result in a reduction of the Sphere from 19,400 acres to about 12,300 acres. The net effect would be to exclude 7100 acres of mostly prime agricultural land from the Sphere. This may, in and of itself, be considered a major mitigation measure preventing the premature conversion of Prime Farmland.

The adoption of the Urban Reserve Line as the Sphere of Influence would have other benefits as well. That portion of the current Sphere between the City and the sewage treatment plant would be left largely outside of the revised Sphere. This would encourage maintaining the area in agriculture, a use more compatible with the sewage plant and its associated industrially-designated lands. Most of the current Sphere north of Cartmill Avenue, extending up to the City of Visalia, would also be excluded from the revised Sphere. The exclusion of this area from a revised Sphere is perhaps the most important contemplated change in the Sphere.

At the present, the Spheres of Visalia and Tulare are contiguous. This condition is contrary to LAFCO's intent to discourage urban sprawl and protect open-space and agricultural land. A withdrawal of Tulare's Sphere Boundary southwards towards Cartmill Avenue would - *approved by the LAFCO Commission with conditions prohibiting any southward expansion of Visalia's Sphere* - be in keeping with the concerns, responsibilities and purpose of LAFCO.

The remaining specifics of the Draft Land Use and Circulation elements are generally outside the realm of LAFCO concern. A review of the City Sewage Master Plan indicates the City's ability to service itself within the area contained by the Urban Reserve line. Adoption of the proposed Urban Reserve line as the City's 1991-2005 growth limit line will ensure compact, contiguous growth and ample room for the entire range of development types. As the plan evolves, LAFCO staff will work with City staff to review the Sphere of Influence, amending the boundary where and when appropriate.

Again, thank you the opportunity to review the Draft Plan.

Andrew Remus, Staff Analyst

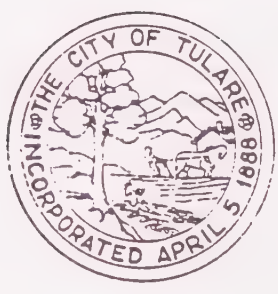
cc: LAFCO

12B

ATTACHMENT B

MAR 6 - 1992

LOCAL AGENCY FORMATION COMMISSION



CITY OF TULARE

Office of the City Manager

March 6, 1992

Mr. Andrew Remus, Staff Analyst
Local Agency Formation Commission
County of Tulare
County Civic Center
Visalia, California 93291

RE: Modification to Sphere of Influence Boundary

Dear Andrew:

Several days ago, I reviewed your memorandum dated February 27, 1992, having to do with land use and circulation element drafts which have been prepared by the City of Tulare and reviewed by LAFCo and other county staff. We appreciate working with you and the attention you have given to our planning and annexation activities of the recent past.

The principal reason for this letter is to express concern about amending the sphere of influence boundary. Perhaps some historical background information would be useful. As you know, the requirement to establish sphere of influence lines came out of state legislation in the late 60's or early 70's. Tulare County undertook that matter early. It was not long after studies were begun that the Cities of Tulare and Visalia became embroiled in a heated dispute about where their respective ultimate growth lines would be. Visalia wanted their's to be one mile south of Liberty Avenue, with an additional buffer between that line and Tulare's line, which would have been, as I recall, Prosperity Avenue.

Tulare was deeply concerned by these proposals. At that time, strip retail development was coming south on Mooney Boulevard at a rapid rate. Tulare wanted to retain a portion of that roadway for its long term commercial interests. In order to prove our point, we were able to put together a consent strip annexation from our city limits, which were south of Prosperity Avenue, north to a point just a few hundred feet south of Liberty Avenue. This annexation included property on both sides of Mooney Boulevard. We also set aside funds to install a sewer line in Mooney Boulevard to further protect "our turf". That annexation proposal was actually taken before LAFCo, and ultimately the Board of Supervisors. It was defeated at the Supervisors' level on a three:two vote. During that process, Tulare developed a great deal of information about

An Equal Opportunity Employer

12B

MR. ANDREW REMUS
MARCH 6, 1992
PAGE TWO

historical school boundaries, telephone prefix numbers, postal areas and also secured signatures on petitions from people living in the area between Tulare and Liberty who considered themselves to be "Tulareans".

After nearly a year of acrimonious relationships, a two-city study committee was formed made up of City Council and staff representatives from Tulare and Visalia. After considerable discussion, the two cities agreed that the two sphere of influence lines would join at Liberty Avenue. It was further agreed that the City of Visalia would not develop south of Packwood Creek and that Tulare would not allow strip development up Mooney Boulevard. The "Mooney Boulevard Corridor Plan" came as a result of that agreement. We felt that we needed to show how Mooney Boulevard would ultimately be developed and established that as a plan so policies could be adopted which would preclude strip and leap frog development. Frankly, both cities were concerned that the county might allow development in that greenbelt area.

Both City Councils agreed to the committee generated solution which was approved by the Board of Supervisors when they approved the sphere of influence lines. Those agreements and actions have served all three agencies well over the past twenty years. It is my belief the current arrangement will continue to serve us well in the future. We can certainly adjust our urban development planning lines within the sphere of influence without of changing the sphere lines. Retracting those boundaries to some point south of Liberty Avenue would not be well received by this community. In that light, I think there is a legitimate question as to what purpose would be served by raising this whole issue again. We have successfully achieved our goals with the current arrangements to avoid premature urban development in the area between our cities. All three agencies have worked together to assure that. Changing the sphere of influence lines will not, in our opinion, enhance those protective positions in any way.

Our staff will be happy to meet and discuss this matter with you at a future date and, as always, will work together with the county to establish mutually beneficial future planning concepts. I appreciate your taking the time to review this input and will be happy to discuss the matter with you at your convenience. Please call me if there are any questions.

Very truly yours,

W. Lynn Dredge
City Manager

WLD/cs

cc: Jerry Magoon, Supervisor
George Finney, County of Tulare
Ray Forsyth, Visalia City Manager
Kirk Lindsey, Planning/Building Director
Tulare City Council

GPU - Draft Land Use Element, Circulation Element, and EIR

Kirk E. Lindsey

April 14, 1993

Page 4

- All material transported off-site should be either sufficiently watered or securely covered to prevent excessive amounts of dust.

The District would like to offer its services in the development of usable air quality policies.

The District appreciates the opportunity to comment on this General Plan Update, Draft Land Use Element, Draft Circulation Element, and Draft Environmental Impact Report as part of the City of Tulare General Plan. If you have any questions, please do not hesitate to contact Joe O'Bannon at (805) 861-3682.

ROBERT C. DOWELL

DISTRICT MANAGER OF ENVIRONMENTAL PLANNING



By: Joe O'Bannon
Environmental Planner, Southern Region

APCD Ref#: S930046

13. Joe O'Bannon, Environmental Planner, Southern Region, San Joaquin Unified Air Pollution Control District; 4-14-93

- 13.01 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.02 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.03 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.04 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.05 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.06 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.07 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 13.08 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.

- 13.09 Comment acknowledged. This correction has been made to page 141 of the errata section of this FEIR.
- 13.10 Comment acknowledged. This clarification has been made on page 142 of the errata section of this FEIR.
- 13.11 Comment acknowledged. This correction has been made to the table on page 143 of the errata section of this EIR.
- 13.12 Comment acknowledged. This correction has been made to page 149 of the errata section of this FEIR.
- 13.13 The recommended additional mitigation measures have been included on page 150 of the errata section of this FEIR.

April 16th, 1993

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TULARE COUNTY PLANNING & DEVELOPMENT DEPARTMENT

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TO: KIRK LINDSEY, PLANNING DIRECTOR, CITY OF TULARE

FROM: DAVE BRYANT, MANAGER, COUNTYWIDE PLANNING DIVISION

RE: CITY OF TULARE 2005 GENERAL PLAN - LAND USE AND CIRCULATION
PUBLIC REVIEW DRAFT

This letter is written in response to your circulation of the December 7th, 1992 City of Tulare Land Use and Circulation Elements Public Review Draft.

A review of the Draft indicates that the Land Use Element is almost identical to the first Draft dated November 1991, with the following notable differences:

- 1) The new Draft shows a General Commercial node at the intersection of Oakdale and Mooney Blvd surrounded by Urban Residentially designated territory.
- 2) Rural Residential designations in several areas were replaced with Suburban Residential designations.
- 3) Portions of the Suburban and Industrial-designated area north of the Agri-Center have been replaced with General Commercial.

Page 30 is missing from the new Draft, but we assume that the wording in the original page 30 indicating that urban uses will be discouraged outside of the Urban Reserve Line is still a part of the Land Use Element Update.

Following completion of the Land Use and Circulation Update by the City, the County Planning & Development Department will pursue a General Plan Amendment for the City of Tulare and environs.

Urban Boundaries

It's critical that the County and City relate positively in terms of the City's future interests in unincorporated areas. At present, the Urban Boundaries Element of the Tulare County General Plan provides policy guidance in terms of the referral of development projects for review by the City. The City of Tulare is now operating with an Urban Improvement Area established in 1974 which does not require the same rules on annexation as an Urban Development Boundary. Once an up-to-date Urban Development Boundary (UDB) is established, the set of rules under which the City and County operate is changed, and development of unincorporated areas within the UDB cannot occur until the property can be annexed into the City.

The Draft Plan mentions two major boundaries, the Urban Reserve Line and the Planning Area Boundary. The Urban Reserve Line, which is proposed to act as a 15-year growth limit for the City, is substantially smaller than the current County-designated Urban Improvement Boundary. The UDB, once established, is expected to act as a 20-year growth limit. We recommend that you designate a UDB - to reflect a 20-year growth boundary - in order to be consistent with the existing County Urban Boundaries Element. The Planning Area Boundary is 1500-2000 acres larger than the current Urban Area Boundary, the difference between the two boundaries apparently limited to the southeast extreme of the planning area, reflecting the City's desire to conserve the environmental amenities of the Elk Bayou area. The County Urban Boundaries Element specifies that Urban Boundaries not be expanded in the absence of City growth rates substantially in excess of those projected by the Element. Thus, the Planning Area Boundary will not necessarily serve as a future Urban Area Boundary for purposes of City-County planning coordination.

As the County Urban Development Boundary represents that area within which development proposals are referred to the City for annexation, the City's use of a smaller, shorter-period boundary will leave something of a "no-man's land" between the future County Urban Development Boundary and the City Urban Reserve Line. Within this area, county projects would be referred to the City for annexation - and then be denied annexation based on City policies regarding restriction of development to the area within the URL. This could result in any of the following:

- 1) County reconsideration of the proposal following rejection by the City and consequent urbanization of unincorporated areas on the periphery of the City (such projects would not be subject to the Rural Valley Lands Plan restrictions on development)
- 2) pressure on the City to allow annexation and development of areas which are designated by the County for urban development, yet excluded from the City's development plans, resulting in near-term General Plan Amendments by the City to accommodate these projects
- 3) other complications resulting from inconsistency between the County Urban Boundaries Element and the City General Plan

The County Planning Department, under an agreement with TCAG, has an ongoing program to prepare and maintain up-to-date Urban Development Boundaries for the incorporated cities of the County.

Agricultural Lands, Habitat and Open Space

The Draft Plan indicates that the City intends to limit urban growth to the area contained by the Urban Reserve Line (for the period 1993-2005). The area bounded by the Urban Reserve Line is relatively compact. The impact on adjacent agricultural lands and open-space is minimized by this compact shape.

The consumption of farmland and open-space will take place primarily along the eastern and northern edges of the City. Development northwards has a greater potential to adversely impact habitat and agriculture than growth to the east. Any northwards development beyond current city limits will contribute to the reduction of the open-space that presently separates Visalia and Tulare.

While the County Mooney Blvd Corridor Concepts plan provides for the urbanization of the space between the two cities, development along the Corridor will reduce habitat and facilitate the elimination of agricultural land to a *much greater degree than development in other parts of the Planning Area*. The potential abutment of Visalia and Tulare City limits along the Mooney Blvd Corridor will facilitate the urbanization of the remaining intervening land between State Highway 99 and Mooney Blvd. This influence could feasibly extend eastward of Mooney Blvd for a considerable distance. For this reason, development should first be pursued east of the existing City, (infill along both sides of Mooney Blvd) with northward growth of the City deemphasized until most of the eastern area is built out. This phasing will serve to mitigate the negative effects of urban growth upon habitat and agriculture, while conserving the open-space that persists between the Cities.

Conservation of the open space is critical in order to avoid the convergence of the two cities into a consolidated urban area. Numerous goals of the City's Draft Land Use element would be served by minimizing the northwards growth of the City. These include Growth Pattern Goals 2,3,6,7,8 and 10, and Growth Pattern Objectives (a), (b), (c), (d), (e), (f), (h) and (k). Moving the proposed Urban Reserve Line southwards to follow the alignment of Cartmill Avenue would allow Cartmill to serve as a distinct and useful boundary between rural and future urban uses.

Consideration should be given to recognizing endangered species habitat and the need to reserve those areas that may be identified once the Habitat Conservation Plan is adopted.

Circulation

If the County is to effectively assist the City in reserving future rights-of-way, the new Circulation element should address coordination between the two jurisdictions. For example, relationships between the development/design standards of the two agencies should be generally summarized and any problem areas identified. Critical areas where precise plan lines for future road rights-of-way would need to be developed, at least in the short term, should be identified. This would assist the County in its effective use of the planning tools at hand (such as the setback ordinance, site plan review and so on). Alternatives for the sharing of system development and maintenance costs should be outlined in the new plan as well (please see attached Functional Classification and Right of Way standards as contained in the Draft Tulare County Circulation Element).

It would be helpful for future transit planning if you could discuss the relationship of the City's transit operations to those of Tulare County Transit. Reviewing the City and County Transit Development Plans (TDP) should facilitate the coordination of these two services.

Tulare General Plan Update
City of Tulare
December 31, 1992

Draft EIR
VI. Alternatives to the Proposed Project
Page 175

uses to the city due to the relative weakness of a commercial concentration along Mooney Boulevard as compared to arterial intersection concentrations along Mooney and along Highway 99.

(b) Population, Housing, and Employment. This alternative would generate fewer housing units and employment opportunities due to a reduced rate of growth.

(c) Circulation. This alternative would exacerbate projected traffic impacts along Mooney Boulevard due to the proposed substantial increase in commercial uses on this corridor and projected increases in use of this roadway as a regional transportation route. Lack of a comprehensive roadway system improvement plan as set forth in the proposed *Circulation Element* update would result in increased traffic congestion and safety concerns throughout the city.

(d) Municipal Services. This alternative would have a weaker policy framework in which to evaluate the impacts of future development on municipal services.

(e) Drainage and Water Quality. None identified.

(f) Noise. The reduced inventory of available developable land associated with this alternative could force some noise-sensitive land uses into adverse noise environments.

(g) Air Quality. Increased congestion on Mooney Boulevard and in other locations throughout the city would result in increased air quality impacts.

(h) Geotechnical Factors. No adverse effects have been identified.

(i) Cultural Resource Factors. This alternative would not have as strong a policy framework as a basis to evaluate future impacts on cultural resources.

(j) Natural Resource Factors. This alternative would not have as strong a policy framework as a basis to evaluate future impacts on natural resource values.

B. COMPACT GROWTH ALTERNATIVE

1. Principal Characteristics

This alternative would be similar to the proposed *Land Use Element* update and companion *land use map* except that the Urban Reserve Line would be drawn closer to the existing extent of urban development, thereby creating a more compact urban area. This alternative originates from discussions in public work sessions during the general plan update process in which alternative residential growth areas were considered. A key difference of this alternative from the land use pattern evaluated in this EIR would be the location of the

Urban Reserve Line through portions of the Lagomarsino Specific Plan area, excluding the northern half of that 622-acre property from the area eligible for urban development until after 2005.

This alternative would in general allow for a similar land use pattern to develop within the city, but would encourage more balanced growth in all portions of the community rather than concentrating the bulk of future residential development in the northeast area.

2. Mitigating Effects

(a) Land Use. This alternative would encourage a more efficient use of land and balanced growth in all planning sub-areas of the city. This alternative would also allow the prolonged agricultural use of the northern portion of the Lagomarsino Specific Plan area.

(b) Population, Housing, and Employment. No mitigating effects have been identified.

(c) Circulation. This alternative would reduce the need for new roadways in outlying areas and would concentrate new development closer to existing urban development, reducing the amount of total vehicle miles traveled by Tulare residents. This alternative would also generate more housing closer to existing transit routes.

(d) Municipal Services. This alternative would increase the efficiency of providing public infrastructure for water, sewer, and storm drainage, and for providing public services such as police, fire, and emergency medical services due to a more compact growth pattern.

(e) Drainage and Water Quality. This alternative would increase efficiencies in providing a city-wide drainage system.

(f) Noise. No mitigating effects have been identified.

(g) Air Quality. The reduction in vehicle miles traveled associated with more compact growth and the proximity of development to transit routes would reduce air quality impacts.

(h) Geotechnical Factors. No mitigating effects have been identified.

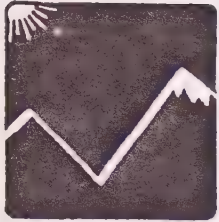
(i) Cultural Resource Factors. This alternative would reduce the amount of rural area converted to urban development and therefore would have less impact on cultural resources likely to be found in the rural areas of the city.

(j) Natural Resource Factors. This alternative would reduce the amount of rural area converted to urban development and therefore would have less impacts on the local resources, such as endangered plant and wildlife species and their habitats.

12. LAFCO Staff, Tulare County Local Agency Formation Commission; 4-13-93

- 12.01 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 12.02 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 12.03 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 12.04 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 12.05 These comments do not pertain to the adequacy of the Draft EIR; rather they pertain to matters of general plan content and should be considered by the Planning Commission and City Council in their upcoming deliberations on the General Plan Update.
- 12.06 This Tulare General Plan Update EIR has been prepared in compliance with CEQA requirements for program EIRs. It has also been prepared with the intention of providing sufficient environmental documentation for all aspects of the General Plan Update, including implementation actions of the plan such as annexations. This intent has been clarified on page 3 of the errata section of this FEIR. LAFCO should be able to ascertain the impacts of those proposed annexations which are consistent with the General Plan from this document.
- 12.07 The recommendation of LAFCO regarding their preference for EIR Alternative B is noted and will be considered by the City of Tulare in their review of the proposed General Plan Update.
- 12.08 Comment acknowledged. LAFCO has been added to the list of Organizations and Persons Contacted provided in DEIR Chapter IX.

13



San Joaquin Valley Unified Air Pollution Control District

April 14, 1993

Kirk E. Lindsey, AICP
Planning-Building Director
CITY OF TULARE
411 East Kern Avenue
Tulare, CA 93274

RE: GENERAL PLAN UPDATE (GPU) - Draft Land Use Element, Draft Circulation Element, and Draft Environmental Impact Report as part of the City of Tulare General Plan

The San Joaquin Valley Unified Air Pollution Control District (District) has reviewed this General Plan Update referenced above and offers the following comments:

Overall, the GPU has many features that, when implemented, will have beneficial effects on air quality. Of these, the goals and objectives related to encouragement of land use patterns that would minimize environmental impacts, concern for the need for high density housing, promotion of improved transit, development of bikeways, and transportation demand management plans are notable. These features are woven through the Environmental Impact Report and both elements. Thus, it is clear that the City of Tulare in making an effort to improve air quality within its jurisdiction. There are, however, a number of areas where that commitment to air quality could be strengthened as discussed below:

13.01

Land Use Element

General

There seems to be an overall commitment to minimizing the "impacts of citywide, urban growth and change" but it is unclear just how that end will be met. Objective (f) will "encourage a land use pattern which tends to minimize related environmental impacts" but there seems to be no policy related to that objective. While it is commendable that Policy 8 states that the City will continue to rigorously enforce CEQA, the District would like to see some discussion and policies describing the proposed methods and patterns.

13.02

David L. Crow

Executive Director/Air Pollution Control Officer

1999 Tuolumne Street, Suite 200 • Fresno, CA 93721 • (209) 497-1000 • FAX (209) 233 2057

Northern Region

4230 Kiernan Avenue, Suite 130 • Modesto, CA 95356
(209) 545 7000 • Fax (209) 545 8652

Central Region

1999 Tuolumne Street, Suite 200 • Fresno, CA 93721
(209) 497 1000 • Fax (209) 233 2057

Southern Region

2700 M Street, Suite 275 • Bakersfield, CA 93301
(805) 861-3682 • Fax (805) 861-2060

GPU - Draft Land Use Element, Circulation Element, and EIR

Kirk E. Lindsey

April 14, 1993

Page 2

Residential

Objective (e) and (f) are commendable and could improve air quality if the reasons were to support mass transit and alternative modes of travel with compact development, however, it seems, by the discussion and the associated policy (#8), that the reason for location of high density developments is for senior citizens. This is a commendable action but does not usually produce air quality benefits because most of the senior citizens are transit dependent. The District would like to see policies that would place high density development in areas identified as transit hubs.

13.03

Commercial

The District finds no mention of air quality related discussion, goals, objectives, or policies in this section. However, there are several viable policies that could be added. Please feel free to call if District staff could be of assistance.

13.04

Industrial

Again, there seems to be an overall commitment to air quality as mentioned in Goal 3 and Objective (c), there seems to be no policy related to that goal or objective. The District would like to see some discussion and policies describing the proposed methods.

13.05

Circulation Element**Transit**

This section does a commendable effort in describing the existing transit situation and the need for future transit improvements. The District would to particularly commend Policy 2 which clearly identifies the need for pedestrian access from residential tracts. However, the District would also like to see a specific policy which reiterates Objective (a) and promotes increased use of public transit.

13.06

Non-vehicular Circulation

This section shows your commitment to air quality improvement. The discussion on bikeways and pedestrian needs and your goal, objectives, and policies to maintain an efficient and safe non-vehicular circulation system are respectable, however, Objective (b) seems to

13.07

13

GPU - Draft Land Use Element, Circulation Element, and EIR

Kirk E. Lindsey

April 14, 1993

Page 3

have no related policy. The District would like to see a specific policy which reiterates Objective (b).

Transportation System Management/Transportation Demand Management

The concepts in this section are solid and could be very effective. As a reminder, the District is in the process of developing our own Trip Reduction Ordinance which will be similar your program.

13.08

Draft Environmental Impact Report

Most of the main issues discussed in the Draft EIR are discussed in the previous documents, however, several textual modifications would be appropriate.

Page 141, last paragraph - please note that the SJVUAPCD has responsibility for activity related mobile emissions also.

13.09

Page 142, 3rd paragraph - please note that the state air quality standards were in place long before 1988. This is the date of the California Clean Air Act.

13.10

Page 143 - please note that the footnote related to carbon monoxide standards is only true for the federal standards. With state standards, the first exceedence makes an area nonattainment.

13.11

Page 149, 2nd paragraph under part (b) - please note the reference to Tulare County Air Pollution Control District should be changed to San Joaquin Valley Unified Air Pollution Control District.

13.12

Page 150, (construction period air quality impacts) - The District would like you to add several dust mitigation measures. The District determines these measures to be reasonable and implementable and should be added to your Draft EIR. Please add the following:

13.13

- All material excavated or graded should be sufficiently watered to prevent excessive amount of dust. Watering should occur at least twice a day with complete coverage, preferably in the late morning and after work is done for the day.

3. Adverse Effects

- (a) Land Use. No additional adverse effects have been identified.
- (b) Population, Housing, and Employment. No additional adverse effects have been identified.
- (c) Circulation. No additional adverse effects have been identified.
- (d) Municipal Services. This alternative may require a greater number of infrastructure projects to serve new development due to their broader distribution to all quadrants of the city.
- (e) Drainage and Water Quality. No additional adverse effects have been identified.
- (f) Noise. No additional adverse effects have been identified.
- (g) Air Quality. No additional adverse effects have been identified.
- (h) Geotechnical Factors. No additional adverse effects have been identified.
- (i) Cultural Resource Factors. No additional adverse effects have been identified.
- (j) Natural Resource Factors. No additional adverse effects have been identified.

C. UNCONSTRAINED GROWTH ALTERNATIVE

1. Principal Characteristics

This alternative would be the same as the proposed *Land Use Element* update and *land use map* herein, but with no Urban Reserve Line. Annexation and development would be considered individually anywhere within the planning area.

2. Mitigating Effects

- (a) Land Use. This alternative would make more land available for possible future development. With more choices for land development, land use compatibility issues could be more easily avoided.
- (b) Population, Housing, and Employment. This alternative could increase growth rates in Tulare population, housing and job development if land owners in outlying areas chose to develop their property.

(g) Air Quality. The increased distance to development on the outskirts of the city would increase vehicle miles traveled and would have associated adverse impacts on air quality. The unavailability of public transit would also adversely affect air quality.

(h) Geotechnical Factors. No mitigating effects have been identified.

(i) Cultural Resource Factors. No mitigating effects have been identified.

(j) Natural Resource Factors. No mitigating effects have been identified.

D. CONCLUSIONS

In response to CEQA guideline provisions calling for identification of the environmentally superior alternative, the comparative environmental impact ratings of the various project alternatives evaluated in this chapter are listed below.

*Highest Environmental Ranking
(most environmentally desirable)*

Compact Growth Alternative

Proposed Project

No project

*Lowest Environmental Ranking
(least environmentally desirable)*

Unconstrained Growth

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provide for a 20-year plan horizon. It is recommended that a new master plan be prepared and that specific land use standards be included as referenced above since the current master plan is over 20 years old.

Land Use Conflicts

Build-out of the area contained by the Urban Reserve Line, using the proposed land use designations, will allow large residential tracts to develop adjacent to agricultural uses, particularly along the eastern and northeastern portions of the City. At the northernmost end of the City, Regional Commercial and Industrial use are expected to develop next to current agricultural uses. Along both the northern and eastern edges of the City, Mooney Blvd and Cartmill Avenue serve as rough boundaries between urban and/or incorporated land and open farmland. The roads serve to separate agricultural activities from direct contact with urban development.

It is well known that direct contact between residential and agricultural uses is detrimental to agriculture insofar as it eventually restricts the range of allowable farm operations and drives land values towards urban levels. The juxtaposition of the two uses, by devaluing property as *farmland*, is inherently growth-inducing. The EIR should discuss what measures the City intends to take to mitigate or offset the effect of these impacts to County agriculture. Mitigation could take the form of a city right-to-farm ordinance, the purchase and entrusting of development rights on farmland outside the Planning Area, or the retention of conservation and/or open-space easements.

14.01

Thank you for the opportunity to review the Draft Plan. Please contact me at 733-6154 if you have any questions.

cc: George Finney
Mary Beatie
Jim Larsen
Dr. Melvin Burns

P. 54

14A

DRAFT

TABLE 1
ROADWAY STANDARDS WIDTHS

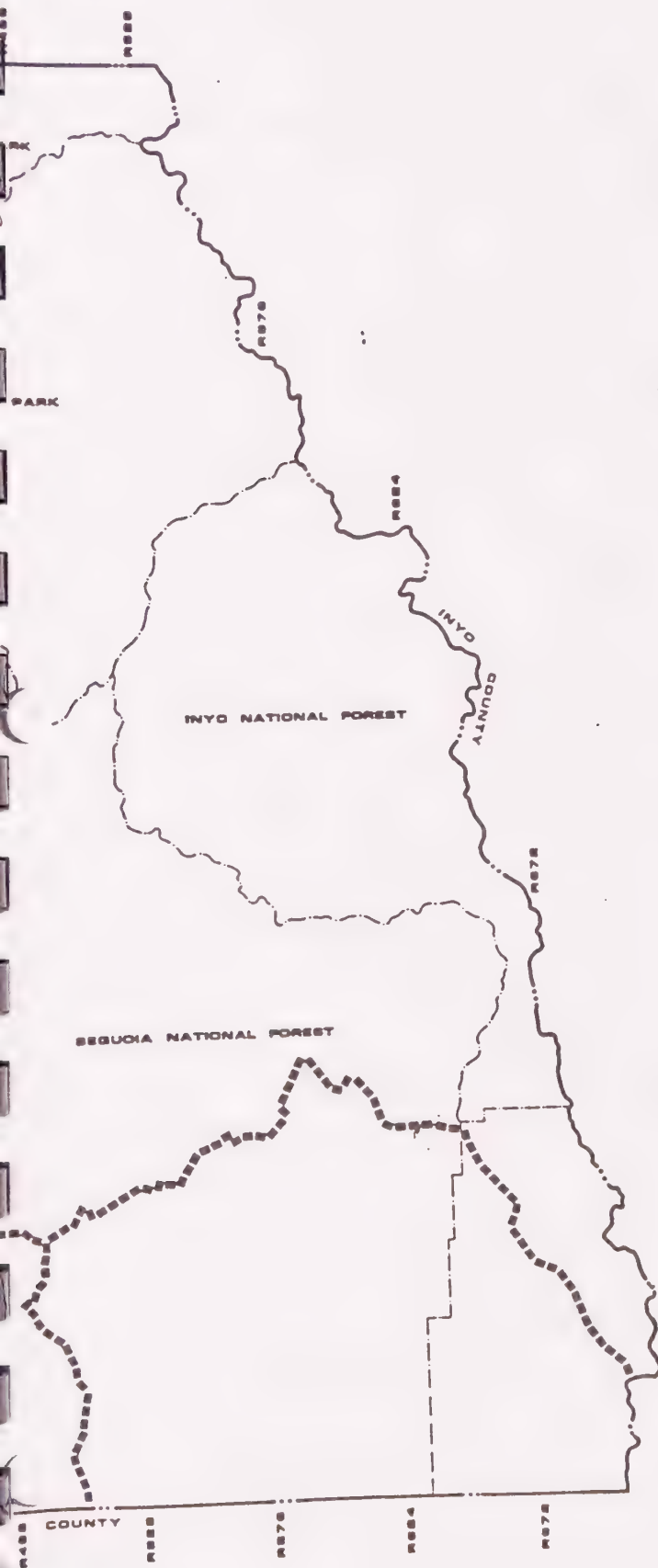
	Local Cul-de-sac		Collector		Secondary Street		Major Arterial	
	Roadway	ROW	Roadway	ROW	Roadway	ROW	Roadway	ROW
Tulare Co.	36-40	56-60	40	60	64	84	90	110
Lindsay	36	56	40	60	64	84	90	110
Porterville	36	60	36	60	64	84	90	110
Exeter	36	56	40	60	64	84	--	--
Dinuba	34-40	44-60	34-40	44-60	--	--	--	--
Farmersville	40	60	40	60	64	84	80	100
Tulare	36	56	44	64	64	84	--	--
Visalia	32	32	36	56	64	84	74-90	86-110
Woodlake	36	56	40	60	40	60	--	--

All of the standards are consistent with good current highway engineering practice. However, minor variations can be a problem at transition points between jurisdictions especially as they relate to set-back requirements. As a result, the County should update its setback ordinance or consider other ways to provide for consistency between County and local agency standards. Discussion of this issue is provided in Section 3.4. The issue here is really three-fold:

- * Compatibility of County and incorporated local jurisdiction roadway design standards and set-back requirements.
- * Agreement between the County and each city regarding which set of standards and which functional classification should apply to streets (facilities within developing areas located outside city limits but which will eventually be annexed).
- * Continuity of urban roadways for some distance into the unincorporated areas.

These issues emanate from vast differences in roadway mileage which must be constructed, maintained, and financed by the County and its cities. Cities would like to see the County continue city roadway standards for some distance into the unincorporated areas, however, the County cannot financially commit to improving transitioning roadways for long distances. The County typically transitions urban facilities to County rural standards fairly quickly consistent with available funds.





Policy C-4.3a, stated in Chapter 2, provides guidance for the selection of appropriate standards and transition points. Effective application of this policy depends upon good faith cooperation and reasonable negotiation between County and city staffs. There is no policy that will eliminate the need to address these issues on a case-by-case or subarea basis or eliminate the need for cooperation and negotiation.



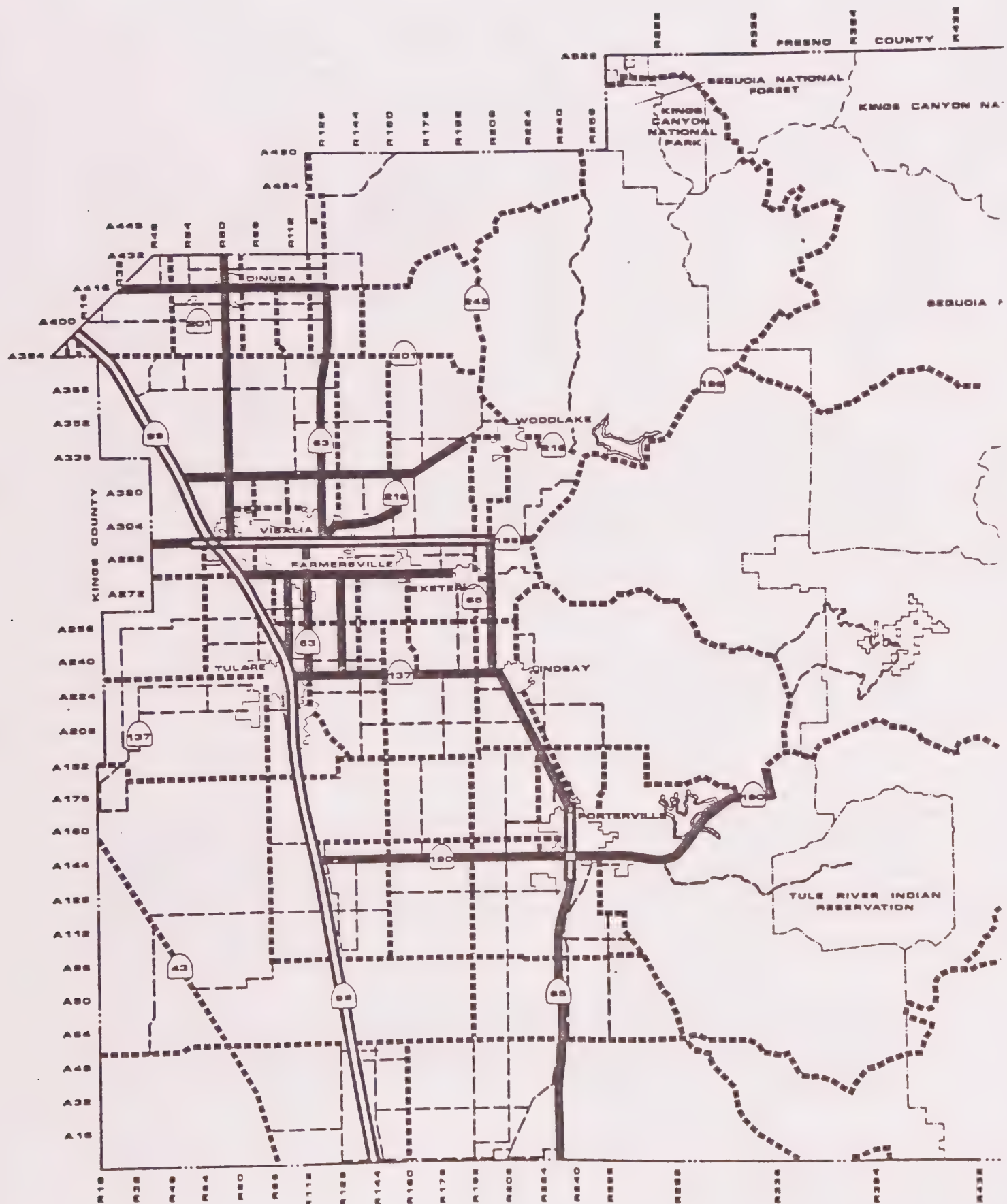
DRAFT
TULARE COUNTY
**CIRCULATION
ELEMENT**

PROPOSED FUNCTIONAL
CLASSIFICATION SYSTEM

LEGEND

-  FREEWAYS
-  MAJOR ARTERIALS
-  OTHER ARTERIALS
-  COLLECTORS





14. Dave Bryant, Manager, Countywide Planning Division, Tulare County Planning and Development Department; 4-16-93

This letter includes extensive comments on the content of proposed General Plan text. Only one comment directly relates to the adequacy of the EIR. These comments will be considered by the City of Tulare Planning Commission and City Council in their upcoming deliberations on the content of the General Plan Update.

- 14.01 The project (i.e., the General Plan Update) includes policies to reduce project related land use incompatibilities between agriculture and other land uses (e.g., Policy 3 on page 42 of the Land Use Element, and Policy 1 on page 70 of the Land Use Element). Implementation of the plan would result in implementation of those policies and therefore no significant land use impacts would occur and no additional mitigation would be required.

15

STATE OF CALIFORNIA-BUSINESS, TRANSPORTATION AND HOUSING AGEN

DEPARTMENT OF TRANSPORTATION

1352 West Olive Avenue
Post Office Box 12616
Fresno, California 93778

(209) 488-4088
TDD (209) 488-4066
FAX (209) 488-4221

Post-It™ brand fax transmittal memo 7671		# of pages > 1
To	Mark Kielty	
From	Moses Stites	
Co.	City of Tulare	
Co.	Caltrans	
Dept.	Planning	
Phone #	445-6666	
Fax #	(209) 688-2452	
Fax #	488-6101	

April 16, 1993

2135-IGR/CEQA
6-TUL-GENERAL
GENERAL PLAN
UPDATE

Kirk E. Lindsey
Director of Planning &
Building
411 East Kern Avenue
Tulare, CA 93274

Attention: Mark S. Kielty

We have reviewed the draft General Plan Update (GPU). The GPU consists of a draft Land Use Element, draft Circulation Element and draft Environmental Impact Report (EIR) as part of the City of Tulare General Plan. In addition to our letter dated 3/24/93, Caltrans has the following comments:

- The City needs to contact Caltrans in the near future to discuss the plan for a one-way couplet of State Route (SR) 137 and the relocation of SR-137. This is a major recommendation/alternative without any preliminary discussions.
- The pre-2005 (year) interchange modifications at Prosperity, Cartmill and Paige are currently underway with Project Study Reports (PSRs) being prepared by the City in coordination with Caltrans. The Cross Avenue overcrossing does not appear to cause any problems with existing State facilities.
- The post-2005 (year) interchange modifications at Tulare Ave. and Avenue 200 will be covered by future PSRs. The proposed North M Street, Alpine and Goodin overcrossings should not be a problem as long as they don't interfere with existing State system operation.

If you have any questions, please call Moses Stites at (209) 445-6666.

Sincerely,



MARC BIRNBAUM, Chief
Advance Planning & Program Development

cc: James H. Larsen, CMA

15.01
15.02
15.03

**15. Marc Birnbaum, Chief, Advanced Planning and Program Development, Caltrans;
4-16-93**

None of the comments in this letter address the adequacy of the EIR but rather address the content of the proposed Circulation Element and/or provide information regarding Caltrans planning activity in the City which may be of interest. No written response is required to these comments.

IV. REVISIONS TO THE DRAFT EIR (FINAL EIR ERRATA)

The following section includes all revisions to the Draft EIR made in response to comments received during the Draft EIR public review period. All text revisions are indicated by an "r" in the left margin next to the revised line. All of the revised pages supersede the corresponding pages in the Draft EIR.

IV. REVISIONS TO THE DRAFT EIR (FINAL EIR ERRATA)

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I. INTRODUCTION

A. EIR PURPOSE AND APPLICATION

This environmental impact report (EIR) describes the environmental implications of the proposed updates to the *Land Use Element* and *Circulation Element* of the City of Tulare General Plan.

This environmental impact report has been prepared by the City of Tulare (the Lead Agency¹) pursuant to all relevant sections of the California Environmental Quality Act (CEQA). The report is intended to inform city decision-makers, other responsible agencies, and the general public of the proposed updates to the two elements and the environmental consequences of their approval. As used in this EIR, the terms "General Plan Update," "updates," and "project" are defined to mean the updates to the *Land Use Element* and *Circulation Element* of the Tulare General Plan, and the various local and state approvals, entitlements, and permits which will be required to implement the updates.

As stipulated by CEQA Guidelines, this EIR is intended to serve as a public disclosure document that identifies those environmental impacts associated with the proposed project which are expected to be significant, describes possible mitigation measures which could minimize or eliminate those significant adverse impacts, and describes and evaluates a range of reasonable alternatives to the proposed project.

This EIR is intended to serve as the CEQA-required environmental documentation for city use in consideration of the proposed updates and subsequent implementing actions such as future annexations. As the Lead Agency, the city also intends that this EIR shall serve as the CEQA-required environmental documentation for consideration of this project by other Responsible Agencies² and Trustee Agencies,³

¹CEQA Guidelines define the "Lead Agency" as the public agency which has the principal responsibility for carrying out or approving a project.

²Under CEQA Guidelines, the term "Responsible Agency" includes all public agencies, other than the Lead Agency, which have discretionary approval power over aspects of the project for which the Lead Agency has prepared an EIR.

³Under CEQA Guidelines, the term "Trustee Agency" means a state agency having jurisdiction by law over natural resources affected by the project which are held in trust by the people of California. The California Department of Fish and Game, given its jurisdiction over the fish and wildlife of the state, may be concerned with project impacts on local biotic resources.

These proposed changes will serve to contain Mooney Boulevard commercial development towards central Tulare, thereby discouraging the adverse land use impact potentials described above. This project effect would represent a significant beneficial land use impact.

The project-facilitated general increases in commercial activity should also serve in a broader sense to reduce the current rate of Tulare sales tax leakage to commercial areas outside the city.

The anticipated Tulare residential development increment of approximately 9,400 units (approximately 28,000 people) by the year 2005 would be expected to require several new neighborhood shopping centers in the city. This new population, in conjunction with the market demand currently lost to Visalia, could also support an additional community shopping center, and in conjunction with other regional growth, could contribute to the demand for a regional commercial center in Tulare.

(5) Industrial Land Use Changes. The majority of recent Tulare industrial development has taken place in the Tulare Industrial Park. Most future Tulare industrial growth is also likely to be located in this area, due to the locational advantages described earlier in this section and the lack of significant alternative industrially-designated areas in the city.

r (6) Agricultural Land Use Changes. The proposed *Land Use Element* includes policies
r which address preservation of agricultural resources. These policies specifically address the
r encouragement of infill growth (e.g., Objective k, page 42), establishment of an Urban
r Reserve Line (e.g., Objective a, page 70), requirements for buffer between agricultural and
r urban development (e.g., Policy 1, page 70), and encouragement of businesses and
r services necessary to support agriculture (e.g., Policy 4, page 70). Implementation of these
r and other similar policies would reduce project-related impacts on agriculture, but not to less
r than significant levels.

b. Land Use Compatibility Impacts

As a result of the overall *land use element* emphasis on facilitating development of higher quality residential and commercial development, and "clean" industrial development, the relative number of nuisance-prone land uses in the planning area would be expected to decrease, as displacement by and expansion of more compatible residential, commercial, and industrial development takes place.

On the other hand, given the proximity of existing and designated future residential uses to existing and designated commercial and industrial uses within the planning area, project-facilitated residential, commercial, and industrial expansion and intensification could introduce significant new land use conflicts between residential, commercial, and industrial development (noise, odor, air quality, visual, parking, and traffic conflicts), resulting in significant adverse land use compatibility impacts.

3. MITIGATIONS

a. Impacts on Citywide Land Use Pattern

Project-facilitated residential, commercial, and industrial expansion could be expected to result in significant housing, employment, transportation, municipal service, drainage, water quality, noise, air quality, archaeology, vegetation, and wildlife impacts. These impacts, and

G. AIR QUALITY

This EIR chapter describes the air quality impact implications of anticipated future urban change and intensification under the proposed *Land Use* and *Circulation* element updates, and identifies associated mitigation needs.

1. SETTING

a. Air Quality Controls in Effect

The federal Clean Air Act, first adopted in 1967 and periodically amended since then, established federal ambient air quality standards. A 1987 amendment to the federal Clean Air Act set a deadline for the attainment of these federal standards. That deadline has passed. In 1988, the state passed the state Clean Air Act (state 1988 Statutes, Chapter 1568), which established more stringent state ambient air quality standards, and set forth a program for their achievement.

State air basins are established by the California Air Resources Board (CARB). The CARB implements state ambient air quality standards, as established in the state Clean Air Act, cooperates with the federal government in implementing pertinent sections of the federal Clean Air Act, and has responsibility for controlling stationary and mobile source air pollutant emissions throughout the state.

The City of Tulare, located in the western portion of Tulare County, is in the CARB-designated, eight-county San Joaquin Valley Air Basin. In addition to Tulare County, the San Joaquin Valley Air Basin includes San Joaquin, Stanislaus, Merced, Madera, Fresno, Kings and (west-central) Kern counties.

The San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD) is the local agency authorized by the CARB to monitor and regulate air pollutant emissions from vehicular and nonvehicular sources within Tulare County and the other seven counties in San Joaquin Valley. The SJVUAPCD has responsibility for monitoring air quality and setting and enforcing limits for stationary source emissions. The SJVUAPCD does not operate an air monitoring station within the City of Tulare. The closest SJVUAPCD air monitoring station is located in the City of Visalia, approximately eight miles to the north. In general, measurements at this station would be applicable to Tulare.¹

¹Joe O'Bannon, Environmental Planner, San Joaquin Valley Unified Air Pollution Control District, personal communication, December 3, 1992.

The U.S. Environmental Protection Agency (EPA) is responsible for enforcement of the provisions of the federal Clean Air Act. Based on the provisions of a 1990 amendment to the federal Clean Air Act, the EPA has designated the San Joaquin Valley Air Basin as a Non-Attainment area for three pollutants: ozone, carbon monoxide, and particulates.

The SJVUAPCD prepared and adopted the PM-10 Attainment Plan (1991), and the Federal 1992 Air Quality Attainment Plan for Carbon Monoxide in response to the non-attainment plan requirements of the Federal Clean Air Act.

The SJVUAPCD has also adopted the 1991 Air Quality Attainment Plan in response to state ozone requirements. The 1988 state Clean Air Act requires each non-attainment district to reduce pertinent air contaminants by at least 5 percent per year until the new, more stringent, state air quality standards established in the 1988 California Clean Air Act are met.

Applicable federal and state standards for each regulated pollution category are listed in Table 21. The applicable standard for each pollution category, for environmental documentation purposes (i.e., identification of significant impacts), is whichever is the more stringent of the federal and state standards.

b. Local Conditions

(1) Climate. In general, local episodes of poor air quality usually result from a combination of high pollutant emission rates and certain natural factors such as topography, wind, weather patterns, and the occurrence of temperature inversions. As shown on Figure 12, the City of Tulare is located on the San Joaquin Valley floor in the south-central portion of the San Joaquin Valley Air Basin. The Valley Air Basin is defined by the Sierra Nevada mountains and Coastal Ranges to the east and west, respectively. The Tehachapi Mountains define the southern extent of the Valley Air Basin. The Sacramento-San Joaquin Delta demarcates the northern extent of the Valley Air Basin.

As illustrated on Figure 12, winds flow into the Valley Air Basin primarily through the Carquinez Straits, as well as through the Hayward Pass and Pacheco Pass. Winds flow out of the Valley Air Basin primarily through passes over the Tehachapi Mountains. Winds also flow upslope over the Sierra Nevada mountains and coast ranges.¹ Figure 12 also illustrates that within the central portion of the Valley Air Basin there is frequently an area of circular air flow known as the Fresno Eddy.² As a result of the topography surrounding the valley floor and the wind patterns through and within the Valley Air Basin, the prevailing wind direction in the City of Tulare vicinity is from the northwest.

¹California Air Resources Board, San Joaquin Valley Growth and Air Quality Impacts, Technical Support Document, September 1988.

²Ibid.

Table 21
APPLICABLE AIR QUALITY STANDARDS
Parts per Million, Except Where Noted

<u>Pollutant</u>	<u>Averaging Time</u>	<u>Applicable Standard (not to be equaled or exceeded)</u>	
Ozone	One-hour	0.09	(state)
		0.12	(federal)
Carbon Monoxide	Eight-hour	9	(federal*/state)
	One-hour	20	(state)
		35	(federal)
Nitrogen Dioxide	Annual average	0.05	(federal)
	One-hour	0.24	(state)
Sulfur Dioxide	Annual average	0.03	(federal)
	Twenty-four hour	0.05	(state)
		0.14	(federal)
	One-hour	0.25	(state)
Particulates (PM ₁₀)	Annual mean	30**	(state)
		50**	(federal)
	Twenty-four hour	50**	(state)
		150**	(federal)

SOURCE: California Air Resources Board

* Not to be exceeded more than once per year.

** Micrograms per cubic meter.

of mobile sources, contribution from outside sources, etc.), and to develop techniques for emissions control.¹ The Air Quality Study is expected to be completed by the mid-1990s.

b. Local and Regional Air Quality Impacts Due to Project-Related Traffic

Assuming that the residential growth rate in the Visalia-Tulare area and associated vehicular traffic will continue to increase at an average annual rate of approximately five percent, the cumulative year 2005 housing total for the two cities could be expected to reach roughly 78,500 units, representing a 143 percent increase over the 1990 combined Visalia-Tulare total of approximately 32,300 units. Similarly, cumulative employment in the two communities is also expected to roughly double in the 15 year period between 1990 and 2005. These substantial growth increments could result in substantial increases in air emissions from mobile sources (i.e., increased traffic), as well as substantial increases in point source emissions (new industry).

These air pollution emissions changes could in turn be expected to result in significant increases in total, countywide emissions of hydrocarbon and carbon monoxide pollutants, exacerbating Air Basin Non-Attainment conditions for ozone, carbon monoxide, and particulates. These effects could therefore constitute a significant adverse cumulative impact unless the anticipated growth in residential, commercial, industrial, and institutional development is accompanied by: (1) associated improvements to the local transportation system to minimize congestion; (2) district implementation of increased, more stringent emissions standards for point sources; and (3) effective statewide implementation of increased, more stringent automobile emissions standards, to allow the San Joaquin Valley Unified Air Pollution Control District to achieve the five percent per year reduction in pertinent air contaminants necessary to eventually meet 1988 state air quality standards.

c. Construction Period Emissions

The construction of future individual residential, commercial, industrial, and institutional projects and related infrastructure improvements within the Tulare planning area would generate pollutants intermittently in the area until construction is complete. Dust emissions would be noticeable at adjacent land uses, particularly during working hours and those windy periods when winds blow from directions other than from the west (the prevailing wind direction in the Tulare vicinity is from the west for most of the year). Such particulate emissions generally settle out of the atmosphere rapidly with increasing distance from the source.

Emissions from gasoline and diesel-powered construction equipment would increase local pollutant concentrations slightly, but would not be expected to result in any measurable increase in the frequency of ambient air quality standard violations. The laying of hot

¹California Air Resources Board, San Joaquin Valley Growth and Air Quality Impacts.

asphalt for project infrastructure improvements would also be a source of hydrocarbon emissions, which would be most noticeable locally as odors.

3. MITIGATION MEASURES

Implementation of the following measures would substantially reduce air quality impacts associated with the Tulare *Land Use* and *Circulation* element update.

a. Local and Regional Air Quality Impacts Due to Project-Related Traffic

The mitigation measures identified in the section IV.C.3 of this EIR would serve to reduce concentrated traffic flows, congestion, and idling time, thereby reducing project-related hydrocarbon, CO, and nitrogen oxide emissions.

b. Construction Period Air Quality Impacts

(1) Particulate Emission Impacts. As part of its ongoing development review process, the city should advocate or require that future construction contracts for individual projects include the following directives in order to reduce construction-period air quality impacts to a less than significant level:

- Prohibit unnecessary idling of motorized equipment;
 - Schedule major dust-generating activities for the early morning and other hours when wind velocities are low;
 - Sweep streets surrounding construction sites at least once a day; and
 - Cover over storage piles (fill, refuse, etc.).
- r ■ All material excavated or graded should be sufficiently watered to prevent excessive
r amounts of dust. Watering should occur at least twice a day with complete coverage,
r preferably in the late morning and after work is done for the day.
- r ■ All materials transported offsite should be either sufficiently watered or securely
r covered to prevent excessive amounts of dust.

California Jewelflower and the Tulare Pseudobahia. Disturbance to these species would constitute a significant adverse impact.

c. Wildlife

Anticipated future development under the proposed plan update would displace additional habitat areas for species of wildlife commonly found in and around Tulare, including game birds, large and small game animals, raptors, non-game birds, fur-bearing animals, amphibians, and reptiles. However, given the extent of remaining undisturbed range, the loss of wildlife habitat due to project-related development would not significantly affect any of these common species.

The project-related development would not be expected to displace any biologically significant wetland areas and therefore would not impact the existing waterfowl flyway which currently exists over the city.

Development of individual projects in the planning area could adversely impact the several endangered species of wildlife known to inhabit the Tulare vicinity, including the blunt nosed leopard lizard, black shouldered Kite, San Joaquin antelope squirrel, San Joaquin pocket mouse, San Joaquin kit fox, and the Morrison blister beetle. Impacts to these species could include direct displacement of habitat area, displacement of its food sources, or increases in mortality due to increases in automobile volume, domestic pets, and other human-related contact. Such impacts would be considered significant.

d. Prime Agricultural Land

Future urban expansion allowable under the proposed *Land Use Element* update could result in the urbanization of up to 4,300 acres of vacant land within the planning area, most of which is currently used for agriculture. Most of this vacant land is designated by the SCS as "suitable for agriculture." As shown on Figure 14, the greatest portion of the undeveloped planning area contains Class I and Class II soils. These project-related losses would not be expected to constitute a significant adverse impact on countywide agricultural productivity. However, the loss of prime agricultural land associated with buildout of the project would be considered a significant adverse impact which can be slowed down by implementation of various policies (such as the Urban Reserve Line) but cannot be reduced to levels of insignificance.

3. MITIGATION

a. Aquatic Features

No significant impacts identified; no mitigations required.

E. TULARE COUNTY

1. Hazardous Waste Management Plan

A countywide Hazardous Waste Management Plan was adopted in 1989 by Tulare Council of Governments. Although the plan is not binding on development within the City of Tulare, it contains several policies and programs which are in the interest of the city and individual projects. The plan sets forth goals, objectives, implementation measures, and policies relating to Hazardous Waste Management in the county; provides an analysis of current waste generation and facilities needs; projects hazardous waste quantities to the year 2000; describes anticipated treatment facility needs; describes methods of hazardous waste reduction; describes siting criteria for hazardous waste management facilities; and describes programs for hazardous waste management relating to transportation, site and facility monitoring, and emergency response problems and procedures. The plan also recommends storage regulations for above- and underground tanks, the remediation of contaminated sites, alternative land use controls, programs for small quantity generators, programs for addressing household hazardous waste, public education and participation, data collection and management needs, alternative funding sources and mechanisms, and sets forth monitoring and implementation plans.

The plan also identifies areas within the City of Tulare planning area which are potentially suitable for hazardous waste residual repositories; i.e., storage facilities which accept solid materials resulting from the treatment of hazardous wastes to standards by the Department of Health Services or hazardous organic waste which is stabilized, solidified or encapsulated.

2. Airport Master Plan

The *Airport Master Plan* is an element of the county general plan, adopted in 1970, which provides an inventory of county airport facilities that existed at the time of its adoption, presents a plan for the location of additional airport facilities in the county, and makes implementation recommendations to complete the plan. Mefford Field is located within the Tulare planning area, however, the county *Airport Master Plan* is not binding on the airport and does not provide a specific up-to-date policy or program relevant to the airport. The plan should be updated to reflect current needs, including those described in the proposed *Circulation Element* update.

r 3. Rural Valley Lands Plan

r The Tulare County Rural Valley Lands Plan was initiated to protect and maintain the
r agricultural viability of rural valley areas outside of adopted Urban Development Boundaries.
r Because all of the area proposed for urban development in the Tulare Planning Area is
r within the Urban Area designation shown on the Rural Valley Lands Plan Policy Area, the
r provisions of the RVLP do not apply to the land within the Tulare Planning Area.

F. 1990 REGIONAL TRANSPORTATION PLAN

The 1990 Regional Transportation Plan was prepared by the Tulare County Council of Governments Transportation Planning Agency as a comprehensive regional transportation policy document. The plan outlines regional transportation objectives and sets forth specific transportation system policy; analyzes anticipated traffic levels, existing road system

IX. ORGANIZATIONS AND PERSONS CONTACTED

CITY OF TULARE

W. Lynne Dredge, City Manager
Joe Donabed, Assistant City Manager
Kirk Lindsey, Director, Planning and Building Department
Mark Kielty, Senior Planner, Planning and Building Department
John Tindel, City Engineer
Jim Brown, Assistant City Engineer, Public Works Department
Bill Wagenhalls, Director, Parks and Community Services Department
Kevin Baker, Recreation and Community Services Manager
Bert Hobson, Assistant Fire Chief/Fire Marshall, Fire Department
Rick Hutchinson, Fire Apparatus Engineer, Fire Department
Steve Harrel, Administrative Sergeant, Police Department
Teresa Garcia, Secretary to the Police Chief, Police Department
Milt Preszler, Waste Water Treatment Plant Superintendent, Public Works Department

OTHER

Joe O'Bannon, Environmental Planner, San Joaquin Valley Unified Air Pollution Control District
Al Reyes, Air Quality Planner, Tulare County Air Pollution Control District /
Ned Kehrli, Superintendent, Tulare Joint Union High School
William Pendleton, Assistant Superintendent, Tulare Joint Union High School
Bill Postewaite, Superintendent, Tulare City School District
Karen Morrelli, St. Aloysius Parochial School
Kay Onorio, Tulare Christian School
Harold Tucker, Senior Fire Inspector, California Department of Forestry and Fire Protection
Jim Gilbank, Associate Administrator, Tualre District Hospital
r Andrew Remus, Local Agency Formation Commission

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